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ABSTRACT

The efforts of the Rural Affairs Study Commission (RASC) were based on the General Assembly's policy that, where feasible, state programs should be operated in such a manner as to encourage orderly population growth in nonmetropolitan areas so that a rural-urban balance could be obtained. Topics discussed relevant to the Human Services Policy are community services, health services, and education. Highways and road policy, housing policy, fiscal resources of the local government, and strengthening the local government are topics discussed under State Development Policy. The Natural Resources Policy discusses water resources, the soil survey and mapping program, shoreline erosion, and agriculture and land use. Population, income and employment, health education, libraries, and highways are discussed as supporting data concerning rural-urban imbalance. Some recommendations generated as a result of the RASC's efforts include greater utilization of existing school facilities for nonschool educational and cultural functions for the benefit of communities, the provision of improved and reliable access to a reasonable and acceptable quality of health care for all Virginians, and the development of selected community services and facilities bearing on the ability of a community to grow and encouraging people to choose such a community as a place to live. (HBC)

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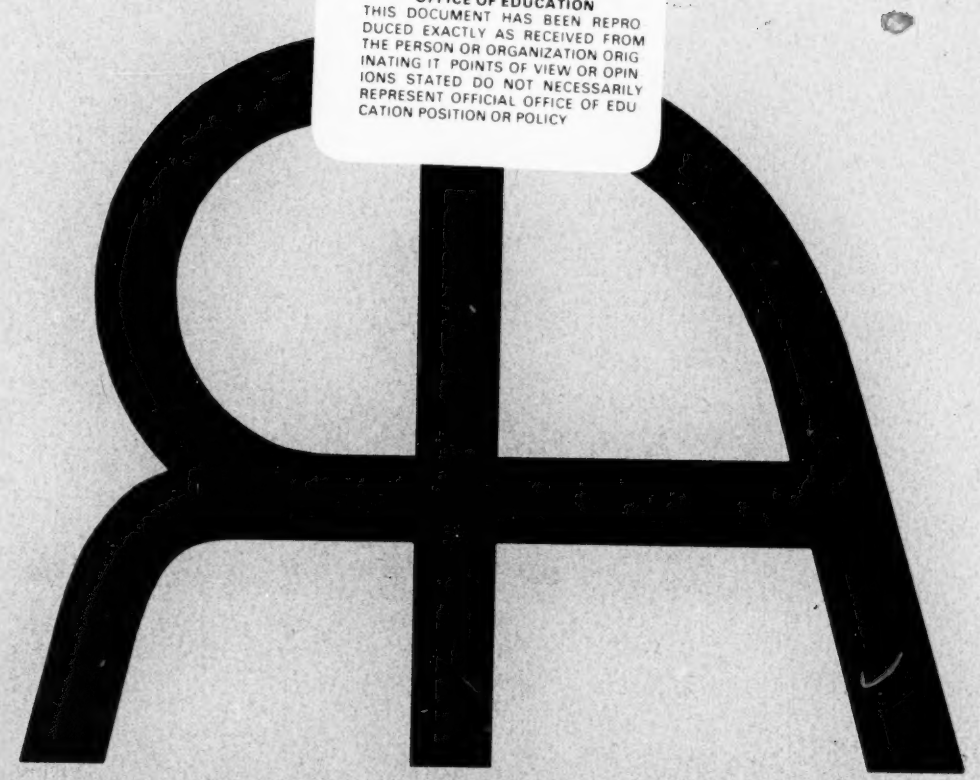

Rural Affairs Study Commission

A Report to the Governor and the General Assembly of the Commonwealth of Virginia

RC006607

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Commonwealth of Virginia / 1010 James Madison Building / 109 Governor Street / Richmond, Virginia 23219

THE RURAL AFFAIRS STUDY COMMISSION REPORT 1971

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To the Governor and the General Assembly

I have the honor and privilege to transmit to you the report of the Rural Affairs Study Commission. This 1971 report continues our effort to deal with the concern expressed about patterns of future development in the Commonwealth in the statute establishing the Commission, Chapter 768 of the 1968 session, and in the statute continuing the Commission, Chapter 447 of the 1970 session.

The efforts during this biennium were directed primarily toward developing recommendations omitted from our 1969 report due to lack of adequate information and time.

Senate Joint Resolution, Number 28 of the 1970 session stated:

> Resolved by the Senate of Virginia, the House of Delegates concurring, that it is the sense of the General Assembly of Virginia that it should be a policy of the State to operate State programs in such a manner, where feasible, as to encourage orderly population growth in non-metropolitan areas.

This report is based on the above expression. The Commission strongly believes that the closer Virginia comes to obtaining rural-urban balance, the better will be the quality of life available to all Virginians.

Evidence is accumulating that information and recommendations presented in our 1969 report, and the action taken as a result, have contributed significantly in moving Virginia toward greater concern and action to achieve rural-urban balance. Information included in our 1969 report increased citizen awareness of those conditions that cause people to choose not to live in non-metropolitan areas. That information has helped this Commission focus on those areas where improvements are necessary if rural areas are to have a greater share of the population growth and the economic expansion in Virginia. The Commission introduced several pieces of legislation based on its 1969 report, and all were enacted by the General Assembly at its 1970 session. This included:

1. An act to create a Virginia Housing Study Commission to develop recommended actions to correct the substandard housing in our State.

2. An act to authorize the Virginia Soil and Water Conservation Commission to develop a master plan for completing the soil survey and mapping program by 1990 and to create an incentive program for localities to complete soil surveys.

   This act will result in modern soil information so essential in locating sewerage systems and solid waste disposal systems, in reducing sediment pollution of our streams and lakes, and in insuring that comprehensive land use planning maintains and improves environmental quality.

3. An act to create scholarships for soils scientists, prescribe rules, conditions and regulations for awarding same, and provide appropriation therefor.

   Soil Scientists are the key personnel needed to accelerate the soil survey and mapping program in Virginia. This act will reduce the intense shortage of such professionals.

4. An act to amend Title 21 of the Code of Virginia by adding Articles 2.1 concerning conservation, small watersheds flood control and area development funds; to repeal section 21-11 of Article 2 of Title 21 of the Code of Virginia.

   This act provides a revolving fund to use in constructing facilities designed to store water for other than flood prevention purposes. This act, accompanied by necessary funds, allows increases in storage capacity of water-holding structures, providing thereby for area development as well as flood prevention.

5. The Commission assisted with and supported legislation whereby additional service is now provided to facilitate delivery (within the Commonwealth) of parcels that qualify under postal regulations as to size and weight.

6. The Senate Joint Resolution stating the General Assembly's concern with rural-urban balance in Virginia directed four state agencies, The Department of Education, the Department of Highways, the Department of Health, and the Division of State Planning and Community Affairs, to study items requested by the Commission and to report to the Commission.

   These reports were designed to provide the Commission information to assist in formulating recommendations relating to major areas not examined thoroughly in our earlier report. These include recommendations:

-- to encourage greater utilization of existing school facilities for non-school educational and cultural

functions for the benefit of communities;

- -- to provide improved and reliable access to a reasonable and an acceptable quality of health care for all Virginians;
- -- to change present highway laws and policies so that "slow growth" and "no growth" areas of Virginia may share in the economic and population growth of Virginia;
- -- to develop selected community services and facilities bearing on the ability of a community to grow, and encouraging people to choose such a community as a place to live. Such services include (1) Water and Sewerage, (2) Vocational Education, (3) Emergency Ambulance, (4) Emergency Fire Protection, (5) Public Libraries, and (6) Cultural Opportunities;
- -- to support those working to resolve the concerns now existing in the area of water resource management.

All recommendations included in our previous report are not expanded in this one. But, recommendations in the major areas listed do include several items of concern dealt with in our earlier report. Even with the dedicated efforts of the Commission, many individuals, agencies, and all the information available, it is not possible to answer all the questions that require answers to solve the many problems found in rural Virginia.

The Commission believes that cooperative, dedicated, and energetic efforts to implement the recommendations in this report and the 1969 report* can result in significant movement toward obtaining rural-urban balance in Virginia. A better balance will result in rural areas experiencing a greater portion of Virginia's population growth and economic expansion. Encouraging rural communities to strive to attract the population growth now being drawn to the metropolitan areas is essential to improving the quality of life in both.

The Commission has received extensive staff time and services from several state agencies in carrying out its studies. Organizations that have been especially helpful are:

The Division of Statutory Research and Drafting,

The Division of State Planning and Community Affairs,

The State Department of Health,

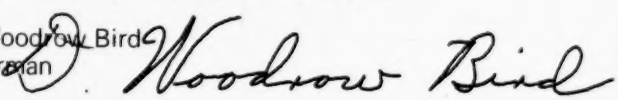
The State Department of Highways,

The State Department of Education, and

The Extension Division of Virginia Polytechnic Institute and State University

The Commission realizes that rural areas have hundreds of valid needs. The Commission has attempted, however, to make recommendations designed to provide for those needs considered most influential in bringing rural areas up to a reasonable par with their urban counterparts. The Commission believes that a greater effort must be made by the local governments and the state government to attain an orderly movement toward rural-urban balance in Virginia. The recommendations in our reports have been directed toward that end. We believe that whatever action is necessary must be taken not only for the sake of rural areas, or for the sake of metropolitan areas, but for the sake of the entire Commonwealth of Virginia.

D. Woodrow Bird
Chairman



* The recommendations in the 1969 report are listed in Appendix 1.

Summary and Recommendations

This continues the effort made in the 1969 report of the Rural Affairs Study Commission; namely, to suggest and recommend actions to guide Virginia toward achieving rural-urban balance.

What is there in a place that makes a person glad to work and raise a family? How can a community develop so that its youth will want to learn new things, and, more importantly, to return home to live and raise his family? The attractiveness of a community depends significantly on the opportunities it provides or does not provide in all aspects of life.

If Virginia is to move effectively toward rural-urban balance, we must provide adequately for elements that give a satisfactory life-style to a community or an area. When equality of access to those elements is available in both areas, rural-urban balance will have a chance to exist.

Virginia's rural areas face severe problems. Too few people see the direct relation between the problems of cities and the limitations of rural areas, the originating source of many urban problems. An

essential condition to effecting a rural-urban balance is to have a more uniform distribution of population over the state.

People who receive inadequate schooling, possibly dropping out of school, usually have little or no job training. They marry and beget children. They find it difficult to obtain satisfactory jobs near home. This causes them to seek a home in another locality. Only after they are there do they find they are ill-prepared to cope with the demands of life in a new community. Their individual problems often become public problems. Sometimes this means expanding welfare rolls.

Those rural youth who do gain adequate schooling many times find themselves trapped. Their occupational training has prepared them to work at jobs not found in their home communities. If jobs do exist, the low salary, the lack of access to adequate housing, the lack of medical services and health care, the limited educational opportunity, the dearth of cultural opportunity encourage some and literally drive many to move to urban areas.

The result is a problem crisis. Urban population growth rates have exceeded the capacity of cities to provide at acceptable cost adequate housing, water and sewerage facilities, police protection, and a host of other services which suffer with rapid population increases.

One "must" for a "good" community is people. Rural areas must gain a much greater proportion of Virginia's increase in population and economic growth to achieve rural-urban balance. The population losses from rural Virginia between 1960 and 1970 were dramatically lower than the losses in the previous decade. Still, population in the forty-nine Most Rural Counties of Virginia decreased 17,693 between 1960 and 1970, while population in the other counties and all the cities increased 676,153. (The classification of cities and counties used by this Commission is presented in Appendix II.)

Too many people crowding together into too small an area have caused cities to spend more to provide normal services associated with population increases. While cities struggle to care for too many people, rural areas struggle to survive with too few. Of these, a high proportion is in the higher cost ages, under eighteen and over fifty-four. For instance, thirty-five percent of the population in the forty-nine Most Rural Counties of Virginia is under eighteen and twenty-two percent over fifty-four. By contrast, thirty-six percent of the population in twelve Metropolitan Counties is under eighteen and only twelve percent fifty-four and over. To further contrast the problem, fifty-two percent of the population is in the most productive age range, eighteen to fifty-five, in the twelve Metropolitan Counties and forty-three percent in the forty-nine Most Rural Counties. This condition is aggravated even further by the low incomes in rural areas.

Rural areas have always supplied population to cities. The evidence is that this situation continues. But, as government and industry have concentrated in the cities and agricultural production areas shifted and employment declined, rural areas experienced a major downward adjustment in their tax base. This is a critical factor in determining the financial support available for services that local governments provide.

Rural areas are important to the state. Their adequate, not minimal, survival is also important. Therefore, rural areas are a statewide concern, not simply a local one.

An important element in achieving a more uniform population distribution is economic opportunity--jobs. Presently, an increasing percentage of industry is locating outside the metropolitan cities, mostly in urbanizing counties. While some industry is now locating in Virginia's forty-nine Most Rural Counties, an increasing percentage of new jobs must locate in these counties if greater uniformity in the pattern of settlement is to become a reality.

Population projections indicate that Virginia's population will continue to increase for several decades. Moreover, projections show that six of the Planning Districts will have populations over the next thirty years near or lower than their 1970 level.

The Commission realizes that many factors influence the pattern of settlement. But the Commission also recognizes that lack of a state policy on settlement patterns has imposed major costs on rural areas and urban areas alike. Therefore, the Commission believes it is appropriate to restate these paragraphs from its 1969 report.

More than new programs and new money, the Commonwealth needs to give special attention to its basic policies and goals for the future to guide and coordinate the administration of the nearly two billion dollars Virginia's state and local governments now spend each year. These are a major influence on the patterns of settlement and economic growth.

The second major need is to examine the Commonwealth's state and local governments with an eye toward making them more effective instruments for policy implementation. [Emphasis in original.]

The 1970 General Assembly expressed, by adopting Senate Joint Resolution 28, a desire to move the state toward rural-urban balance. This Report contains recommendations designed to move Virginia toward this goal. Achieving that goal will require new policies and new actions on the part of state and local government as well as by private initiative. The Commission recognizes that some recommendations contained in the report mean local governments should combine resources according to planning districts or even on a broader regional basis. Yet the Commission wishes to emphasize that it recognizes that combining resources for any purpose can only be accomplished with the consent and cooperation of local governments.

To achieve the goal of encouraging "orderly population growth in non-metropolitan areas," as the Resolution states, the recommendations made by this Commission must be implemented. The Commission realizes that all the recommendations cannot be initiated within the next two years. Priorities are essential. Of course, many factors influence priority determination, but the critical condition is that private initiative, local government, and state government act judiciously to allocate energy and funds to implement the recommendations.

If the present situation continues unsolved, large sections of rural Virginia will fade still further away. But the Commission believes this need not be the case if individual initiative, private industry, and state and local governments identify with the needs of rural areas and work toward meeting those needs. With the problem identified, the Commission's expectation is that the Commonwealth of Virginia will enjoy a better rural-urban balance.

A. Human Services Policy

1. Community Services

(a) Water and Sewerage

People and industry settle in non-metropolitan areas today only when water and sewerage facilities are adequate. Sparse population and the associated high cost of providing such services cause many rural areas not to have a central water supply or public sewerage facilities.

Towns and small cities are critically important to rural development. Presently many such communities lack the water supply or the sewerage capacity needed to accommodate industry. These services are most important to those communities expecting to grow. Moreover, it is important that these services be provided if Virginia is to move toward rural-urban balance.

To solve these needs greater effort at both the local and state levels must be forthcoming. This means more money. To raise the necessary money the state should consider a water-use fee. Such a fee would alter the economics of development and provide funds to finance new or expanded water and sewerage facilities. In addition, upward adjustment in water quality standards is placing a greater burden on localities for sewage treatment, and this is expected to increase. The proposed fee would help meet this cost.

The Commission finds the federal grant-in-aid and loan programs for water supply facilities uncoordinated and fragmented. State grant-in-aid loan programs for sewerage facilities are well administered and effective. The Commission believes the highest priority is needed for an effort to reduce fragmentation of programs related to water supply facilities and to ensure that both water and sewerage facility priority needs are properly ranked and met.

The Commission recommends that the State create a Virginia Water and Sewerage Facilities Priority Advisory Committee. This committee should be composed of representatives of (1) the Water Control Board, (2) the Department of Health, (3) the Soil and Water Conservation Commission, (4) the Division of Water Resources, (5) the Appalachian Regional Commission, (6) the

Division of State Planning and Community Affairs, (7) the Division of Industrial Development and (8) not less than three representatives of local government to represent the various geographic areas of the State.

The Commission recommends that the Water and Sewerage Facilities Priority Advisory Committee advise the Division of State Planning and Community Affairs concerning needs and priorities and how to provide advice and assistance to rural communities to effectively meet such needs. The Commission suggests that this Committee should concern itself also with developing a formula for equitably allocating funds for water and sewerage facilities among the several areas of the State.

(b) Cultural Opportunities

The Commission recognizes the importance of the rural population's having equality of access to cultural opportunity. People in rural areas do not have an acceptable level of cultural opportunity.

The Virginia Museum of Fine Arts has been and is involved in far reaching efforts to provide cultural opportunities to people throughout the state. The museum has chapter organizations in twenty-nine communities, of which ten are in metropolitan areas. The objective of the Museum's chapters is to encourage cultural activities such as dance and drama programs, art exhibitions, demonstrations in painting, and many others in the several localities. Service membership to the Museum of Fine Arts can be obtained by any club, school, library, museum or society of a non-commercial nature by paying an annual membership fee of $15.00 or $20,00, depending on their location within the state. Chapter organizations and service members are eligible for the free use of exhibitions circulated by the museum as well as reduced prices on those items for which a charge is made.

The Commission on the Arts and Humanities also has a significant role to play in expanding cultural opportunities throughout the state. This Commission is responsible for funding and promoting programs designed to enlarge the resources of Virginia in the arts and humanities and to make these resources available to all the people of Virginia.

Public education through greater cooperation with the Museum and Commission and through more offerings of the arts in the curriculum can play an expanded role in providing cultural opportunities to students in rural areas, and by making the physical facilities available after school hours can benefit adults and youth even more. The community colleges can and are serving to some degree as area cultural centers. These institutions should play an expanding role in making cultural opportunities accessible in all areas of the state.

In those areas that are densely populated, the facilities required for cultural events and activities already exist. This is not always true in rural areas. However, serviceable facilities such as community colleges, high schools, elementary schools, and in some cases, privately and publicly owned buildings are available in more communities than are presently using them.

The challenge to Virginians is to expand the curriculum to include appropriate offerings in the arts at all levels and to make the maximum use of existing facilities in order to increase the opportunities for cultural enrichment for all ages. To achieve this, the following actions are recommended:

The Commission recommends that the standards of educational quality in Virginia include state aid for additional teaching positions specifically designated for the teaching of music and art.

The Commission recommends that every elementary school in the state have special teachers for art and music in such supply as to have a class with each pupil a minimum of ninety minutes each week. Sharing of the teachers among several cooperating schools or between two or more school districts may be necessary.

The Commission recommends that the role of the Commission on the Arts and Humanities be strengthened to enable that office to handle the funding, the coordination, and the communication, of the overall plan of cultural enrichment for the Commonwealth and that additional efforts be made by the Commission to provide more opportunities for the rural areas of Virginia.

The Commission recommends that the Commission on the Arts and Humanities prepare and circulate an annual plan describing programs and locations where they will be presented.

The Commission recommends that additional funds, totalling approximately $80,000, be

appropriated to the Museum of Fine Arts to use, (1) for providing five regional directors to work with its confederation of organizations and the Planning District Commissions, and (2) for developing additional slide and film programs on cultural subjects of interest for use by organizations throughout the State.

The primary objective for the five regional directors would be to provide more assistance to existing Museum of Fine Arts Volunteer Chapter affiliates and service member organizations throughout the state, encouraging and assisting them in making greater use of already existing cultural opportunities. The secondary objective would be to work with Planning District Commissions on culturally related matters and encourage more localities to organize chapters and more organizations to purchase service membership and then take advantage of cultural programs available through the Museum of Fine Arts. The Commission believes that the localities should be encouraged to develop local museums.

These recommendations are designed to, and when implemented will, enrich the cultural opportunities of people in all areas of Virginia, and will make such opportunities available in some rural areas for the first time.

(c) Library Services

Library services are vital to the educational and the cultural life of every community. Virginia annually spends about $2.42 per capita for library services.

The state-aid formula for libraries is designed to give advantage to libraries serving larger units or areas. To fully fund the state formula for existing libraries, $3,750,000 per year is needed. The present appropriation is $600,000 per year.

Over 500,000 Virginians are without access to local public library services. Except for some 5,300 people, those citizens without access to library services live in areas primarily rural in character.

Thirty-nine Virginia counties had no public library on July 1, 1971. Residents of a few of these counties are served by town (or city) libraries without charge, but access to library services in these (thirty-nine) counties is aptly described as grossly inadequate. The primary reason used to justify the lack of library service in these counties is the size of population. An acceptable answer to this problem is believed to be regional libraries.

As communities begin to plan through the Planning Districts, for services on a regional basis, libraries can and should be included. The State Library Board and the Virginia Library Association have endorsed the regional library concept. Regional systems may be of two kinds; a "true regional" library serving two or more governmental units having equal representation on a board of trustees, or a system whereby adjacent localities contract with an existing library unit for services. Many of the thirty-nine counties could be served under a regional plan rather than every single locality attempting to go it alone. ***The Commission recommends that access to library services be promoted through the Planning District and in those localities where population is not sufficient to support a local public library, that regional libraries be established, staffed, and provided financial support.***

The Commission recommends that both State and local governments accelerate financial support so that creditable public library services become available to the total population.

Increased local support is needed for providing library facilities and services. The library report prepared for the Commission by the Division of State Planning and Community Affairs indicates those localities without a public library and makes recommendations as to how each locality can best be served.

(d) Occupational Education

The Commission recognizes that occupational education is an important means of helping rural areas share to a greater extent in Virginia's expanding economy. Only through such education can rural areas successfully provide qualified labor for industries. Seventy-seven county school systems and combined school systems have vocational education programs that are deemed inadequate or extremely inadequate.

In 1971 there were 402,600 pupils enrolled in secondary schools throughout the State. Of these, 214,500 did not plan to go to college. Vocational education courses enrolled 121,000 students. Enrollment in non-agricultural courses totaled 99,900 with 48,950 in business courses and 49,950 in non-agricultural, non-business courses. Of its vocational education needs, the State meets

approximately fifty percent of non-agricultural demands, sixty percent of business needs, and forty percent of non-agricultural, non-business requests.

The Commission believes that it is not enough just to improve the quality of occupational education. There must be an increase in efforts to give more prestige to careers in non-professional occupations and better counseling to guide youth into suitable careers in those areas. If this is done effectively, many students could benefit from vocational education, including some who would otherwise be drop-outs.

To help solve the problems of unemployment, underemployment, educational drop-out, and the shortage of skilled labor, the following actions are recommended:

The Commission recommends enhancing the Occupational Education Program by encouraging the construction of necessary facilities for secondary school students by 1980.

The Commission also recommends that funds for the construction of facilities for occupational education be distributed according to criteria developed by the State Board of Education in consultation with the Division of State Planning and Community Affairs. Such criteria should take into account local need, economic development strategy, local effort, and planning district boundaries.

The Commission recommends that educational programs generally contain measures designed to elevate the view held by the public with respect to occupational education to a level equal with academic education, and that to ensure the general effectiveness of this effort every secondary school should have vocational counseling and placement services.

The Commission also recommends that the community college system continue its emphasis on occupational education for post-secondary school age students.

This effort to increase opportunities for occupational education will become effective over an extended period. An immediate need is to support and strengthen the Cooperative Area Manpower Planning System designed to maximize the effectiveness of existing manpower training programs. This system is a cooperative effort to coordinate manpower training. It is already active in assisting the unskilled to develop skills, the unemployed to learn new skills, and upgrading the skills of employed persons in certain occupations. In the judgment of the Commission, the existing Cooperative Area Manpower Planning System has a useful role to perform in rural areas, and the Commission encourages the social agencies involved to seek to increase the number of manpower training programs conducted in rural areas.

The Commission believes these recommendations can contribute greatly to increasing the number of Virginia citizens who can render services for which people are willing to pay.

2. Health Services

(a) Regional

In the 1969 report, this Commission recommended "that the Division of State Planning and Community Affairs and the Department of Health be directed to work with the medical profession and other interested groups to develop a state health services plan using the planning districts as the basic health regions."

In the Senate Joint Resolution extending this Commission for two years, the General Assembly stipulated that the Commission should give priority to health matters in rural areas. To carry out that assignment, the Commission studied the problem of health care through a subcommittee. Members conducted six public hearings and interviewed numerous medical doctors, nurses, hospital administrators, civic leaders, and medical students.

In brief, medical services are unevenly distributed. Lack of access to modern testing and services of specialists, less desirable working conditions, and limitations imposed by lack of educational and cultural facilities account in some measure for the serious shortage of doctors in rural areas. The number of physicians offering primary care (general practitioners, pediatricians, and internists) has been declining dramatically and seriously, statewide, compared to the number of physicians offering specialist care. The issue is clear but not simple. It is health care resource management, including use of health manpower, organization of facilities, and financing of the health delivery system which extends to health insurance.

Effective planning is a priority need. Planning is that phase of the administrative process within which problems are defined, and goals to correct the problems and programs to achieve the goals are worked out. Virginia now has a planning mechanism which either already provides or plans to provide an area-wide comprehensive health planning council with its own staff in each of the twenty-two planning districts. Whatever the plan adopted for rural health services, top priority must be that of using efficiently and effectively the severely limited health manpower available.

An adequate health service plan will, in this Commission's view, achieve the goal recommended in the 1969 report and repeated here; namely, no child should be disadvantaged by lack of access to quality health care merely because of where he was born. The evidence supports our view that this is an achievable goal and that such a condition does not now exist. To achieve this goal, ***the Rural Affairs Study Commission recommends that Virginia adopt the regional concept of providing equality of access to health services and diligently proceed to develop and implement plans to deliver reasonably uniform health care services to rural areas and other areas of the State lacking adequate services.*** The Commission desires to have all parties concerned with developing health services on a regional basis expend every effort to broaden the role and availability of private medical practice.

The Commission desires to see the health care delivery system, the complex of private and public health and medical services and personnel, within Virginia developed cooperatively with local and area-wide support until an effective system of facilities and services is created. Such a system would be expected to have four levels of services. At the community level would be a health center, often called a Health Outreach Clinic or HOC, staffed by general practitioners or physicians engaged in family practice, together with qualified assistants. At the area level would be hospitals to care for less complicated cases. At the regional level would be hospitals located in the major municipalities, usually places with over 100,000 population. At the state level would be those hospitals associated with medical schools. Through this four level system, the Commission believes that rural areas of Virginia will achieve equality of access to a reasonable and an acceptable quality of health care services. These services should be supplied by private effort, if possible, by private and public effort when necessary, or by public effort alone when other means are not practical.

(b) Manpower

An effective system of health care facilities will place further demands upon the supply of medical and health manpower. In order to meet this demand, adjustments will have to be made in the programs that educate and train practitioners in the medical and health field.

To achieve an adequate supply of family physicians, ***The Rural Affairs Study Commission recommends that enrollment in Virginia's medical and dental schools be expanded as rapidly as possible and that priority go to applicants showing interest and aptitude for family practice.***

The Commission recommends that the medical schools in the Commonwealth establish a system that provides applicants from rural areas an equitable opportunity for acceptance into schools of medicine. This Commission strongly suggests that medical schools within the Commonwealth should plan to enroll an equitable proportion of students applying for entry from rural Virginia.

The Commission further recommends that the number of scholarship loans for medical students be increased and that students preparing for family practice and specifically indicating a willingness to serve for a period of time in a geographic area of priority need be chosen as recipients of these additional scholarships. The Commission finds the lack of physicians so severe in rural areas that it believes a scholarship program is now needed that would require the recipients of such scholarships to practice in geographic areas of need for a specified period.

To staff adequately the system of health care facilities recommended will require more nurses and more medical technicians. Such personnel can many times perform functions and activities in the delivery of health care services that reduce the demand upon the time of physicians, allowing them to apply their talents at a higher level. To provide the needed supporting personnel, ***the Commission recommends that the proper authorities within the Commonwealth proceed immediately***

with planning and initiating the educational programs necessary to provide nurses, dental assistants and other para professional practitioners. The Commission is convinced that such assistants, properly supervised, can relieve the physician or dentist, respectively, of many of his present duties.

(c) Legal Issues

To enable paramedical personnel to be an effective part of the health and medical service system, some adjustment in the law relating to the legal liability of supervising physicians will be required. Studies show that 20% or more of a physician's time is spent in tasks someone else could perform equally well under a physician's supervision. To assure physicians that paramedical personnel meet an established standard and to resolve questions relating to legal liability, ***The Commission recommends the enactment of legislation that will provide for the licensing of qualified nurse practitioners and other types of assistants to physicians and dentists and that will clarify the legal liability of both the assistants and the supervising dentist or physician.***

Recent changes in the practice of medicine combined with judicial decisions holding physicians legally liable for actions previously acceptable within the law have created confusion among the practitioners of medicine. ***The Rural Affairs Study Commission recommends the enactment of legislation that will further clarify legal issues associated with the practice of medicine and provide greater protection for physicians against liability suits.***

An experimental field laboratory, as recommended by the State Health Department in the report prepared for the Commission, would be useful in field-testing on a pilot study basis proposals for improving health care delivery. Such a laboratory could be developed for a planning district, and analysis of proposals could take place before instituting a statewide program.

(d) Consumer Education

Physicians, paramedical personnel, and field laboratories are not enough. "The greatest single untapped resource of manpower for participation in the health care process resides within the patients themselves and their families," writes Dr. Vernon E. Wilson in the June 1971 ***Journal of the American Medical Association.*** Developing this resource through education could assist greatly in achieving an increase in the amount and quality of self-help health care, something desperately needed in rural areas. Thus, ***this Commission recommends that a concentrated joint educational effort be made by the health agencies and the educational agencies to achieve consumer health education directed toward illness prevention and to encourage early entry into the health care systems when the need arises.*** Such an undertaking would, of course, be a form of an experiment to solve our health problems; more, such experimentation is needed. ***The Commission recommends that there be a continuous program of evaluation, experimentation, and planning in order to move Virginia toward an efficient and effective endeavor to provide all Virginians access to dependable health care services.***

The Commission believes that many private health care interest groups stand ready to cooperate with public agencies to achieve the quality of health care to which all of Virginia's citizens, especially those in her rural areas, seek access. Cooperation by all parties is encouraged.

3. Education

(a) Policy

There is evidence that quality of schooling is lower in rural areas than in urban and that rural youth complete fewer years of schooling. The ***1970 Census of Population*** shows that as in the past, young people are again migrating from rural to urban areas, not only on account of better access to jobs but for the quality of available education.

Results of six standardized educational achievement tests administered in the school systems of Virginia during the 1970-71 school year show a lower level of educational achievement in rural schools than in other systems.

Elementary and secondary school students in thirty-eight of the forty-nine counties classified Most Rural by this Commission produced test results which cause their school system to be among the fifty-six systems with the lowest composite test results. In addition to systems in thirty-eight counties classified Most Rural, school systems in three cities and fourteen counties classified as having Lesser Urban Influence, one Metropolitan City, and one Metropolitan County were included among the fifty-six systems

having the lowest composite test results. By contrast students in fifteen school systems produced the highest composite test results. These fifteen systems included five Metropolitan Counties, two Metropolitan Cities, six cities and one county among those of Lesser Urban Influence, and one county among those classified Most Rural.

The Commission suggests that if there were greater uniformity in the quality and quantity of educational offerings, the results of standardized educational tests would be more nearly balanced between rural and urban schools.

The Commission concludes that many rural areas of Virginia lack access to quality schooling. Therefore, the Commission reaffirms a central recommendation contained in the 1969 report.

The Commission reaffirms its 1969 recommendation that the General Assembly adopt a policy statement that it is the goal of the State Government that no child should be disadvantaged by lack of access to quality education merely because of where he was born. The Commission recognizes that the revised Constitution embodies the principle of providing access to quality education for all children in the Commonwealth.

(b) Use of Facilities

The Commission believes that significant benefits can be obtained in many Virginia communities, especially those in rural areas, if access to the use of school facilities for non-school educational functions is made possible. The need to improve educational opportunity in rural areas is evident.

The Commission studied problems associated with obtaining further use of existing school facilities for community-wide educational benefit. As a result of a meeting of members of the Commission with personnel of the Department of Education, the Department prepared a ***Report on School Buildings and Facilities Use.*** This report included results of a survey of present practices and policies school boards employ with respect to facility use. These vary widely. Facility use for non-school community educational benefit ranges from intensive in a few systems to occasional in many systems.

The Commission recognizes that state statutes concerning property set apart for school purposes vests responsibility for management of such property in local school boards. But this need neither prevent the State from encouraging expanded use of school facilities nor the Department of Education from assisting localities in making greater use of school facilities, when the community considers it advantageous and there is no interference with school-operating efficiency.

The Commission recommends that the General Assembly adopt a resolution stating that it is state policy to encourage and assist localities in expanding access to public school facilities for community-wide educational uses, to enable the community school concept to be initiated in any community where the citizens may voluntarily act to utilize their school facilities for total community educational benefit.

Persons sharing responsibility for present educational efforts taking place in existing school facilities presented specific points relating to expanded use of school facilities for community educational benefit:

1. That the use of such facilities for non-school functions not require financing with present school funds.
2. That proper supervision be provided when school facilities are being used for non-school educational functions.
3. That school board liability in case of personal injury during use of facilities for non-school educational uses be clarified.

The Commission believes that an expanded access to existing school facilities for non-school, community-wide education will result in significant benefits to citizens in rural areas. And also that the community representatives and the local school board can discuss and agree upon questions concerning finances, supervision, and liability.

The Rural Affairs Study Commission recommends that non-profit organizations created specifically for purposes of carrying on educational programs for the community benefit be granted access privileges to public school facilities and that questions concerning financing, supervision and liability be negotiated directly with local school boards.

The Commission encourages local school boards to ensure that the non-profit organizations so formed

conduct only educational, recreational and cultural programs for the benefit of the community.

Section 22-164.1 of the Code of Virginia grants local school boards authority to permit an agency or community group use of school facilities. Opinions of the Attorney General state in effect that when a school board permits use of a school building, it is performing a governmental function pursuant to the authority granted by the State. School boards partake of the sovereignty of the State, with regard to immunity from tort liability. Information contained in the Department of Education report indicated local school boards, or their designated representative, would be willing to expand access to existing school facilities for non-school community educational uses, if questions related to increased exposure to tort liability in case of injury are clarified and resolved.

The Commission recommends the enactment of legislation designed to protect local school boards from tort liability in case of injury when school facilities are used by non-profit organizations to conduct educational programs for the community benefit. The Commission believes that such legislation will result in greatly expanded use of existing school facilities for community educational benefit, and that this will greatly increase the opportunity for private initiative to establish and carry out important educational endeavors, especially in rural communities.

(c) Regional Educational Cooperatives

Rural school districts are frequently too small to afford needed specialized educational programs. The Commission recommended in its 1969 report that Regional Educational Cooperatives be used in sparsely populated rural areas as the mechanism for providing needed specialized educational programs not being made available.

An educational cooperative involving four counties and a city in southwest Virginia has been successful in its first four years of operation. In addition, it has served as a pilot effort. This has made it possible to identify problems prior to expanding such cooperatives to other areas of the state.

Two pressing problems help to delay action by groups in Virginia desiring to establish educational cooperatives. The lack of a stable funding base, and the non-legal entity status of such cooperatives.

Few school divisions are willing to engage in joint endeavors regardless of the many advantages, if they have to operate on an uncertain year-to-year basis, or if they have to supply a large share which cannot be matched effectively with state funds. Educational cooperatives are allowed, but they are not a legal entity. Thus, one of the participating school systems must serve as fiscal agent for the several cooperating systems providing funds, as well as for funds made available by the Department of Education. This means the fiscal agent must assume the full liability risk unless the other divisions agree to share such liabilities.

A resolution is to be presented to the Board of Education requesting the Board to adopt as policy the encouragement of and assistance in establishing Regional Educational Service Agencies, i.e. cooperatives. This resolution will request the Superintendent of Public Instruction to request the Governor to establish an interagency task force to review and refine a suggested legislative proposal for the establishment of a statewide system of Regional Educational Service Agencies in time for the 1972 session of the General Assembly.

The Commission supports this request and ***recommends that legislation be enacted to assure that the Regional Education Service Agencies have legal entity status and to provide that such agencies be eligible for the same level of State Matching Funds per dollar for programs cooperatively carried on as would be provided a school district.*** The Commission believes that the establishment of Regional Educational Service Agencies should be voluntary on the part of the school boards, organized to conform with planning district boundaries and that these cooperatives should limit their efforts to those education specialty areas needed but not provided by individual local school systems.

B. State Development Policy

1. Highway and Road Policy

Roads allow industries to transport their products and enable people to travel to and from work to help make those products. Thus, roads are basic to rural areas. The Commission believes that if "slow growth" rural areas are to share in the state's economic and population growth that road improvement policy, especially for secondary road improvements, and the policy of moving toward rural-urban balance in Virginia must be compatible.

At present, Virginia is behind schedule in achieving the goals set forth in her Nine Year Plan for all highway systems. The Commission believes, however, that the Department of Highways should be commended for the progress that has been and is being made on improving the road systems. The Commission recognizes need for more funds. This is especially so when, according to the report prepared for this Commission by the State Highway Department, "current funding levels allow serving only one mile of every two and one-half miles of highway need." Still there are several adjustments relating to highways that can help.

The Commission recommends that Virginia adopt the general policy that funds for the construction of highways of all classes be allocated to encourage economic development in rural areas of the state. Some extra assistance may be available through the Federal Highway Aid Act of 1970, which provides for the establishment of "Economic Growth Center Development Highways."

The Commission recommends an increase in the present allocation of the Industrial Access Road Fund. The current rate of demand is greater than the supply available from the Industrial Access Road Fund. The view of the Commission is that improved access roads help keep existing jobs and aid in creating additional job opportunities, especially in rural areas.

Virginia law gives the Board of Supervisors the power to establish new secondary roads. This Board can add only a limited mileage in any year. This limit is based on the secondary mileage existing in the county and the total volume of funds available.

The Commission recommends that an increased effort be made to assist the members of every county Board of Supervisors to obtain a full understanding of how money is allocated for existing secondary roads and those newly added to the secondary system.

Obtaining right-of-ways for the new roads taken into the secondary system is a responsibility assigned the local government. There are no state funds to pay for secondary road right-of-ways. Sometimes funds have been available to take new roads into the secondary system but failure to meet local responsibilities has allowed available funds to go for other purposes.

The Commission recommends that members of Boards of Supervisors request the Commonwealth's Attorney within their county to fully inform the Board about the responsibilities of local government that must be met before new secondary road improvements can be made and how these responsibilities can be met under the provisions of Chapter 2, Article 2 of Title 33.1 of the Code of Virginia, section 33.1-229 through 33.9-246.

The Commission believes that greater progress in up-grading secondary roads in rural areas will take place, if the requirements for secondary road development are understood by local citizens.

Obtaining right-of-ways for secondary roads includes these steps:

1. The Board of Supervisors appoints a board of viewers to investigate what land is needed for right(s)-of-way.
2. If compensation is due, the appointed board decides the amount of compensation, if any, and reports to the Board of Supervisors.
3. The Board of Supervisors can pay compensation for needed right-of-way from the general funds of the county.
4. If the landowner does not agree to sell at the value determined by the first appointed board, the Board of Supervisors may appoint another board to again review the land needs for right(s)-of-way and determine the compensation.
5. If the landowner does not agree to the offer made by the second appointed board, the parties would be required to resort to their respective rights under the eminent domain law.

The Commission recommends that in cases where funds available within a county for new additions to the secondary system are not being used, due to difficulty in obtaining right(s)-of-way, localities be allowed to hold such funds over for one year for such use.

The Commission recommends that changes in the present highway fund formula be considered.

The Commission recommends that the procedures for making traffic counts be made to more accurately reflect week-end traffic and potential development areas.

Keeping the safety and convenience of Virginia

highway users in mind, the Commission believes a new look should be taken at the existing code dealing with mobile and modular home movement on Virginia highways.

The ideal situation may never exist for those concerned, either as producer or consumer, with the moving of mobile and modular homes over Virginia highways. But the housing problem in Virginia is so critical and the highway system such a vital link in its solution that the use of highways for moving such homes is imperative. On balance, some adjustment appears appropriate.

The Commission recommends that the Virginia law governing movement of mobile and modular homes be amended to change the conditions, including permit requirements, under which such homes are moved to their destination. Specifically, it is recommended that the regulation dealing with exit distance from approved roads be changed to read "not to exceed ten (10) miles," instead of the present limit of five miles for routes having a capacity of 1,000 or more vehicles per day and that the issuance of annual permits on specified routes for movement of mobile and modular homes be authorized.

2. Housing Policy

The quality of housing is a major problem in Virginia applicable to both rural and urban areas. Rural areas contain less than half the State's population, but two-thirds of the substandard housing is located in such areas. There have been numerous instances where management considered locating an industry in a rural area and decided against it because an adequate supply of suitable housing was not available.

The Housing Study Commission, created by the 1970 General Assembly, was an outgrowth of this Commission's 1969 Report. The Housing Commission was charged with the task of studying problems related to housing and recommending ways to better utilize existing resources to provide adequate housing with private sources throughout the state. In its Interim Report, the Commission reported widespread housing shortages throughout the state. Often building codes were lacking. Such codes are inconsistent among various localities in the state. Code enforcement was found inadequate. Housing costs were rising more rapidly than ability to pay. The efforts of the Housing Study Commission are designed to provide recommended actions to correct these and other problems and to help meet the housing needs within Virginia.

The Commission recommends that the General Assembly give careful consideration to the findings of the Housing Study Commission.

3. Fiscal Resources of Local Government

The Commission recognizes the continuing demands for public services being made by a changing society. These demands work to impose major increases in expenditures on both local and state governments. Moreover, the Commission realizes that these demands cannot all be met in one, two or even five years. The Commission feels that, in any consideration given toward meeting these demands, certain basic questions must be answered:

1. Can the demands be partially or wholly met by private individual or corporate initiative?
2. Can the demands be partially or wholly met by rearrangements or reorganizations made by private individuals, institutions, or governments?
3. Can such relationships as financing be improved between national, state and local governments so that the budgeting, funding and administration of programs to meet the demands are accomplished by the appropriate level of government?

Local governments in Virginia rely heavily on the real property tax, real property having been segregated for local taxation. The real property tax provides a major portion of the tax revenues raised each year by localities.

The local real property tax, however, is severely criticized as being limited in revenue producing ability and in providing equity. It is a tax on investments in land and improvements thereon and responds very slowly to changed economic conditions. But, in absence of a better producing, more equitable tax, there is little likelihood that it can be abandoned. Supplementing the property tax with a local tax on the flow of money, that is, with a local income tax, might well slow the rise or stabilize the level of the real property tax.

Changing conditions, such as out-migration of the population from rural areas, and in-migration to urban areas, continue to shift the nature and

productivity of the tax structures of the various localities. The mutually supporting relationship of the tax structure of the State to the tax structures of the localities is further strained and put out of balance by higher standards and guidelines placed upon the localities by the national government, and, in turn, by the State. Without additional tax sources or revenues, localities have been or shortly will be required to provide:

- quality public education,
- approved sanitary landfills for solid waste disposal,
- additional treatment of sewage,
- the delivery of public health services,
- anti-poverty and general relief,
- and many other prograns.

And, even further, the local property tax is expected to provide real property tax relief for agriculture, horticulture, forest and open space lands, and property tax deferral or exemption for those over 65 years of age with a minimum fixed income.

It would appear obvious that, as new and increased programs and funding responsibilities are placed upon localities, new revenues or revenue sources must be made available to the ninety-six counties, thirty-five cities and 196 towns in Virginia. An in-depth analysis of the tax structure relationships between the State and its localities and between these two and the federal government is in order. The purpose of the study should be to reestablish the balance between the tax structures of the three levels of government. Such a study should have a salutary effect on correcting the fiscal problems of Virginia's State and local governments.

The Commission perceived that such a study was necessary and indicated the necessity for it in the 1969 report. An amendment to Senate Joint Resolution 17 of the 1970 session of the General Assembly continuing the Revenue Resources and Economic Study Commission asked that Commission to investigate and consider a study of the tax structure of the Commonwealth in relation to the magnitude and distribution of the wealth of its people and communities and their need for public services. Also, the amendment requested an appraisal of the current status of the real property tax in relation to local and state fiscal policy and land settlement policy.

The need continues for an in-depth analysis of ways and means to most appropriately harmonize state and local fiscal policy to provide adequate state and local public services and to encourage and achieve desired land-use goals.

The Rural Affairs Study Commission, therefore, reiterates its recommendation that the General Assembly should adopt a resolution establishing a study group with authority to undertake an in-depth analysis of the complete range of tax structure relationships existing in Virginia and to make recommendations based on the analysis, and that the General Assembly should make available adequate funds for the purpose of carrying out the analysis.

The Commission recommends that this study be carried out, fully realizing that actions the General Assembly finds it necessary to take to meet the pressing demand for public services during the course of the study may later need adjustment.

4. Strengthening Local Government

How well local government is able to perform will determine to a great extent whether citizens in rural areas will achieve access to equality of opportunity. Too often citizens view the problem of strengthening local government as a task solely for elected officials. It is not, and citizens in every community, especially in rural areas, must undertake the steps necessary to improve the laws and practices of their local governments.

Compared to the other states, Virginia has relatively few local governing bodies. Even so, it is the considered judgment of this Commission that local government has been excessively fragmented by creating towns and cities. The net effect of this fragmentation is insecure government. Often when a city annexes part of an adjoining county the county is weakened, and the annexing government fails to become robust. Courts determine the conditions of annexation and have granted additional territory in all except nine of the ninety-six city annexation requests that have been made. The demand for public services causes the annexation problem to place considerable burden upon counties to improve their practices.

The Commission recommends that the Commonwealth take steps to amend the Constitution to abandon its unique position of being the only State which creates cities wholly and completely separate from the county in which they exist.

The Commission perceives the avenue of consolidation as one that citizens could use more often to strengthen their local government. Action leading to consolidation may be initiated by petition of local residents or by the governing body of a county, a town, or a city. A majority of citizens in each affected jurisdiction must vote in a referendum in favor of consolidation before it occurs. Consolidating local governments is not easy. Animosity is often created by interests antagonistic to such efforts. The result is that only four attempts at consolidation have succeeded in Virginia. In a number of situations, consolidation of various functions of local governments as allowed under present law, can be a means of strengthening local government.

Most counties in Virginia are the traditional form of government. As a result county government is decentralized administratively with dispersed responsibility, thus limiting its effectiveness. In the judgment of this Commission, county governments would be more responsive if they utilized the optional forms available to them. Why governing bodies do not recommend changing the form of government or local citizens act to bring about change should be investigated by the Division of State Planning and Community Affairs. If the Division finds that changes are needed in existing legislation such changes should be recommended to the General Assembly.

Serious attention must be given by county government to obtaining full-time administrators. Encouraging counties to employ full-time administrators is an appropriate function for the State to carry out. The need to employ full-time administrators is so great that this Commission deems it appropriate to repeat a recommendation contained in its earlier report.

The Commission strongly recommends that every county, singly or in conjunction with one or more other counties, hire at least a general administrative officer to perform such duties as may be prescribed by the governing body, exclusive of the duties of Constitutional officers that are set by law.

C. Natural Resources Policy

1. Water Resources

The Commission centered its efforts concerning water resources primarily around two objectives: (1) to look into the efforts being made by concerned state agencies in the area of water management, and (2) to offer recommendations and support for actions planned and initiated by various state agencies concerned with and responsible for ensuring that future water resource needs in the state are met.

Discussions with state agencies and many other groups directly or indirectly concerned with water resources clearly reveals that Virginia is on the threshold of having to make some essential changes in traditional concepts of water use. Positive action is needed to ensure that the State's future water resource needs are met. The Commission discovered that many state agencies are interested and some are involved in the task of solving Virginia's water resource problems and taking action to ensure that future water needs are met.

(a) Ground Water

The lowering of the water table in several areas of Virginia, primarily Southeast Virginia, has been identified as a serious problem. This situation has been, and if not corrected, promises to continue to be expensive to both public and private ground water users in Southeast Virginia. The time has arrived when some action is needed to encourage a new ground water seeker to give some thought for what effect his tapping the ground water supply will have on his neighbors. Studies show that, if some action is not taken to control ground water depletion, several localities in Southeast Virginia will be without a source of ground water in the foreseeable future.

To help prevent the depletion of usable ground water in several Virginia areas, ***the Commission recommends that legislation be enacted that will provide protection for the ground water table within an area.***

(b) Surface Water

The Rural Affairs Study Commission in its 1969 report recommended the establishment of a special revolving fund to provide additional financial support for comprehensive watershed development and storage of water to promote economic growth. The 1970 General Assembly created the "Conservation, Small Watersheds Flood Control and Area Development Fund" by adding Sections

21-11.1 through Section 21-11.15 to the Code of Virginia. This legislation created the revolving fund and provided that it be administered by the Virginia Soil and Water Conservation Commission to (1) make loans to political subdivisions of the state to store additional water in feasible flood prevention sites, or to store water in sites not feasible under flood prevention programs, or to strengthen the base of dams to create the potential to store additional water in feasible flood prevention sites, and (2) to invest funds to store additional water in feasible flood prevention sites for municipal, industrial, and other beneficial uses where localities fail to do so or to invest funds to strengthen the base of dams to create the potential to store additional water in feasible flood prevention sites where impoundment projects are being developed to less than optimum potential.

No appropriation was made by the 1970 General Assembly, and the Soil and Water Conservation Commission is utilizing the funds that were transferred from its special revolving fund to the newly created revolving fund. One loan of $150,000 has been approved and three additional requests for loans have been received. Because of a lack of funds, only one of these requests can be approved. Thus, the Commission will request that the General Assembly adequately fund this program beginning with the 1972-74 biennium. To develop all pending small watershed projects to their optimum level will require an estimated $15.4 million. The development of these projects would be contingent upon the availability of federal funds for the flood prevention portion, and the acquisition of land rights which would be accomplished over a period of years unknown at this time, but probably at least ten or fifteen years.

The Commission is confident that adequate funding of the "Conservation, Small Watersheds Flood Control and Area Development Fund" can play a significant role in expanding the development and storage of water needed to help promote economic growth in non-metropolitan areas.

The Commission recommends the appropriation of adequate funds to meet the development needs of those projects which can be funded through the "Conservation, Small Watersheds Flood Control and Area Development Fund" and specifically recommends the appropriation of $4,500,000 for the 1972-74 biennium.

The Commission also recommends that the Soil and Water Conservation Districts Law, Article 2.1, title, Conservation, Small Watersheds Flood Control and Area Development Fund, be amended to remove the limits on loans and investments.

The limits are presently too low and since the total amount of loans and investments are determined by funds available, it is believed that available funds will provide control.

(c) Role of State in Water Management

The Board of Conservation and Economic Development has proposed that a special Study Commission be created to take an in-depth look at needed long-range water policy and action by the state.

The Commission recommends support for the Board of Conservation and Economic Development's recommendation to establish a special study commission to concern itself with providing Virginia a course for policy and action needed to ensure that the state's future water resource needs are met. This study should include reviewing and revising the state's water laws to put them in line with present water resources policy.

2. Soil Survey and Mapping Program

The Rural Affairs Study Commission recommended in its 1969 report that a master plan be developed for completing the soil survey and mapping program by 1990.

The Virginia Soil and Water Conservation Commission was authorized by the 1970 General Assembly to develop a master plan for completing the soil survey and mapping program in Virginia by 1990. The Commission will submit the master plan to the Governor and General Assembly by November 1, 1971.

It is tentatively projected that an estimated $10,000,000 will be required to complete the soil survey in Virginia by 1990, not including any potential inflationary increases.

As a beginning step to accelerate the completion of the soil survey, $642,000 will be needed for the 1972-74 biennium, less the amount represented by local contributions based upon an acceptable cost-share arrangement, in order to move toward completing the Virginia Soil Survey and Mapping Program by 1990. The Commission realizes the importance of Soil Survey and Mapping Information

in planning for the most efficient and effective use of our land resources. Therefore, ***the Commission recommends that the required funds be appropriated to accomplish the master plan submitted by the Virginia Soil and Water Conservation Commission for completing the soil survey and mapping program in Virginia by 1990.***

3. Shoreline Erosion

The destruction of waterfront property is a loss to all Virginians. Shoreline erosion results in a reduced tax base, a reduction in recreational opportunities, loss of open space and agricultural lands, damages to or loss of roads and highways, and the riverbank erosion produces sediment which damages marine resources, fills navigation channels, degrades water quality and in general adversely affects the environmental quality. Even though various groups and government agencies are involved in efforts designed to help reduce the problem of erosion, there is a need to strengthen the effectiveness of these efforts through better coordination and increase the effort to solve, or partially solve the problem of shoreline erosion. To help do this ***the Commission recommends that the Virginia Soil and Water Conservation Commission be charged with the responsibility for providing the leadership and coordination needed to resolve Virginia's shoreline erosion problems.*** The Commission feels that some additional financial and manpower support will be necessary to maximize increased coordinated efforts.

4. Agriculture

During the course of the Rural Affairs Study Commission's review and evaluation of the rural areas of Virginia, many specific problems were identified. These problems dealt with the socio-economic conditions as they related to housing, medical services, transportation, off-farm jobs, and similar matters.

This Commission did not address itself to a study of agriculture, as a recent study by the Commission of the Industry of Agriculture resulted in a number of recommendations in this area.

Our Commission recognizes the importance of agriculture and its many related businesses to the economic growth and stability of rural areas and to our state. The gross economic activity generated by this segment of our economy is estimated at $3.9 billion annually. Much of this economic activity extends beyond the rural communities to our larger metropolitan areas. By almost any economic measure agriculture remains a significant contributor to the state's economy and particularly its rural areas. Agriculture will remain an important economic factor in rural development. Its growth should be promoted with the full support and energies of the State.

The Rural Affairs Study Commission recommends full support for the continued operation of the Agricultural Opportunities Development Program recommended in the study of the Commission of the Industry of Agriculture, and the budget request by the Virginia Department of Agriculture and Commerce to provide for its coordination and implementation, at $25,000 per year for the 1972-74 biennium.

The Commission realizes that one of Virginia's assets is her farms. If their value to the quality of life is to continue, much effort in the years ahead must be addressed to the management of waste from agricultural production, processing and marketing. A statewide agricultural waste management program is being developed by the Virginia Department of Agriculture and Commerce with the support of Virginia Polytechnic Institute and State University, and the cooperation of the agricultural community.

The Commission fully supports the view that acceptable management of agricultural waste must receive the attention and involvement of all groups and individuals that are responsible for the continued development and proper management of Virginia's rural resources.

5. Land Use

The Commission recognizes the major demands urban areas place upon land in rural areas. For example, consider land needs for state parks and sites for dams, for flood control, water supply storage, and hydroelectric power. Land is already limited, and its use is more than a private concern. There is also the community, the region, and the state concern to consider.

This Commission views with apprehension the conflicts over land use that have already developed between those interested in preserving the natural estate and those who would develop that estate. This conflict is among contemporaries; but a more fundamental conflict exists.

The state must examine its responsibility in the

higher conflict involving land use, the one between present and future generations. This Commission notes that an appropriate action by the Commonwealth would be to clarify the responsibility of the state in this conflict. In particular, attention should be given to determining those land uses which might appropriately be regulated by the state. River basin watershed control may well be an appropriate state function.

The Commission recommends the formation and funding of a state land use study commission to determine and recommend to the state and its political subdivisions their proper responsibility in long-range land use.

The Commission understands why local governments move slowly to adopt comprehensive land use plans, zoning ordinances, and subdivision controls. But the Commission believes that these land use control tools are a basic necessity of counties, and especially rural counties. Too many times non-local interests have imposed substantial costs upon local citizens and local governments, while transferring the benefits gained from taking advantage of localities without land use controls to other, sometimes far-away, communities.

The Commission recommends to all counties that they develop a comprehensive land use plan and adopt subdivision regulations and a zoning ordinance. By doing this, the county protects the rights of the local people to control both the quality of its development and the pattern of settlement of its population.

D. Continuation of the Work of the Commission

The Commission recommends that the General Assembly consider the assignment of the Rural Affairs Study Commission completed. We are aware that many things recommended by this Commission must be brought to fruition. But government needs to consolidate, not fragment. We believe it proper to apply that maxim here. A basic need for achieving rural-urban balance is to have private initiative in combination with government mobilize the resources necessary to ensure that the recommendations of this Commission are carried out. The result will produce more nearly equal access to opportunity, bringing Virginia closer toward rural-urban balance--the results being a higher quality of living for all Virginians. In order that progress toward the objective, rural-urban balance, can be evaluated, the Commission requests that the Division of State Planning and Community Affairs compile and present semi-annual progress reports to the Governor and the General Assembly. Those state agencies charged with responsibility in implementing the Commission's recommendations are asked to provide information for the report. It is requested that the first progress report be presented by 1 November, 1973.

E. Supporting Data Concerning Rural Urban Imbalance

1. Population

The 1970 resident population of Virginia totaled 4,648,494, an increase of 694,065 or 17.6 percent in 10 years. Of this, natural increase accounted for 536,212 and in-migration for 157,853.

Of Virginia's ninety-six counties, thirty-seven experienced population loss during the '60's. Population declined in twenty-eight of the forty-nine Most Rural Counties, and in nine Counties.of Lesser Urban Influence. (Table 1.)

Table 1. Virginia civil jurisdictions with population decrease, 1960-1970

Civil Jurisdiction	Population Decrease	Civil Jurisdiction	Population Decrease
---Most Rural Counties---			
Accomack	1,631	King William	.66
Amelia	.223	Lancaster	.48
Bath	.143	Lee	5,503
Bland	.559	Lunenburg	.836
Brunswick	1,607	Middlesex	.24
Buchanan	4,653	Nelson	1,050
Buckingham	.280	Northampton	2,524
Charlotte	1,817	Northumberland	.946
Cumberland	.181	Rappahannock	.169
Dickenson	4,134	Richmond	.534
Floyd	.687	Russell	1,757
Giles	.478	Scott	1,437
Highland	.692	Surry	.338
King and Queen	.398	Sussex	.947
---Counties and Cities of Lesser Urban Influence---			
Alleghany-Clifton Forge-Covington	.436	Mecklenburg	2,002
Carroll-Grayson-Galax	1,013	Nottoway	.881
Greensville-Emporia	1,251	Southampton-Franklin	1,733
Halifax-South Boston	2,646	Tazewell	4,975
		Wise-Norton	8,627
---Metropolitan Cities---			
Lynchburg	.707	Roanoke	4,995

Source: U.S. Department of Commerce, Bureau of Census, 1970 Census of Population PC (V2)-48 Virginia, February 1971.

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Population declined absolutely in Virginia's forty-nine most rural counties. From a look at Table 2, a major problem of rural areas will become evident. It is that rural areas have only 43% of their population in the eighteen to fifty-five years of age range, a smaller percentage than any other area of the state. This shows clearly that youth continues to migrate from rural areas. Most may seek jobs. Some may seek access to higher quality schools. Access to health care may be sought by some. Whatever their objective, youth flow out of rural areas toward urban centers.

Table 2 also displays another major problem. There are more people in the lesser productive ages, that is, under eighteen and over fifty-four years of age, in the state's most rural counties. This means that fewer people in the ages of higher productivity must support a larger percentage of persons in the high cost ages, both young and old.

About 35% of the population in the most rural counties is age eighteen and under, and 22% is age over fifty-four. In the most rural counties 11.4% of the population is sixty-five and over, while in the metropolitan counties only 5.0% is over age sixty-five.

Table 2. Virginia population distribution, 1960 and 1970, with change '60 to '70, percentage white and nonwhite 1960-1970, by the Commission's civil jurisdiction classification and the state, 1970 age distribution

Item	Most Rural Counties	Lesser Urban Influence Counties and Cities	Metropolitan Cities	Metropolitan Counties	State of Virginia
		---Numbers---			
Population:					
In 1970	560,693	1,370,576	1,479,055	1,238,170	4,648,494
In 1960	578,605	1,265,895	1,268,085	841,844	3,954,429
Change '60 to '70	-17,912	+104,681	+210,970	+396,326	+694,065
		---Percent---			
Percentage 1970:					
White	74.4	81.4	73.2	92.6	80.8
Nonwhite	25.6	18.6	26.8	7.4	19.2
Percentage 1960:					
White	74.1	79.7	73.2	91.2	79.2
Nonwhite	25.9	20.3	26.8	8.8	20.8
		---Numbers---			
1970 Population					
Under 18	196,551	456,768	490,811	446,331	1,590,461
18 to 55	242,397	660,469	762,317	644,279	2,309,462
Over 54	121,745	253,339	225,927	147,560	748,571
		---Percent---			
1970 Population					
Under 18	35	33	33	36	34
18 to 55	43	48	52	52	50
Over 54	22	19	15	12	16

Source: U.S. Department of Commerce, Bureau of Census, 1970 Census of Population PC (V2)-48 Virginia, February, 1971.

2. Income and Employment

Although the Commission lacked access to income data from the ***1970 Census of Population,*** a study paper, "Status of Education in Rural Virginia," prepared for the 1969 report points up the fact that people living in rural areas have relatively lower incomes than people living in urban areas. In 1968, estimated per capita income of people in the Metropolitan Counties was $2500, while in the Most Rural Counties, it was $1528.

The income problem spreads in many directions. For example, in 1968, people in the Most Rural Counties and the Metropolitan Counties put about 12% of their income per capita into schools. This amounted to $266 per capita in the Metropolitan Counties, but only $181 in the Most Rural Counties. Schooling is only one of the public services that rural areas must offer. Yet this substantiates the fact that equality of access to opportunity is lacking in many rural areas of Virginia.

As dependent as income is on employment, and as dependent as the standard of living is on income, it is not surprising that all population data shows that people migrate toward cities where the best job opportunities exist. Virginia made substantial progress in obtaining more job opportunities during the '60's, and efforts are being made to settle new industry in rural areas. But the flow of manufacturing jobs to rural areas must be increased in the years ahead if greater rural-urban balance is to occur.

As Table 3 shows, Virginia had an 86,000 increase in manufacturing jobs during the '60 decade. Some 10% of this increase occurred in the most rural counties. This is desirable, but the evidence is clear that a larger portion of future employment opportunities must locate in rural areas if greater uniformity in population distribution is to occur.

Table 3. Virginia manufacturing employment by the Commission's civil jurisdiction classification, 1960 and 1970

Civil Jurisdiction	Increase in Employment Numbers	Percentage
Most Rural Counties	8,695	10
Lesser Urban Influence Counties and Cities	46,705	54
Metropolitan Cities and Counties	30,710	36
Total	86,110	100

Source: Virginia Employment Commission and Virginia Department of Labor and Industry.

Table 4 shows that statewide during the '60's the gain in manufacturing jobs was substantially offset by the decline in employment in the agricultural production and mining sector, where 38,000 employment opportunities disappeared. This trend combined with a 25% gain in alternative employment helps to explain why the population in the most rural counties declined during the decade.

The net increase of jobs in Virginia was 423,000 in the last decade. Employment in the services rose 371,500. Obviously, this is an expanding area of employment that is critically dependent upon population. Some of these jobs require highly skilled persons, many of whom could live in rural areas, if rural areas could attract them. Therefore, improving the services in rural areas provides an essential place to start.

Table 4. Virginia employment change by industrial sector, 1960-1970

Sector	Employment in 1960	Employment in 1970	Change in Numbers	Change in Percentage
Agriculture and mining	138,100	99,500	-38,600	-28
Manufacturing	275,000	365,100	+90,100*	+32
All other services	942,800	1,314,300	+371,500	+40
Total	1,355,900	1,778,900	+423,000	+31

*A preliminary estimate.

Source: Virginia Employment Commission and Virginia Department of Labor and Industry.

3. Health

In the rural areas in Virginia health care is a critical problem. In too many ways Virginia is similar to the nation. There is a "health crisis." It affects some more than others.

There are very significant and disturbing differences in the health status of various segments of our people: the poor and the racial minorities fare worse than their opposites.

Geographic distribution of physicians does not correspond well with health needs.

Physicians giving primary care (general practitioners, pediatricians and internists) have been declining in numbers compared to specialists in other areas.

Health care resources are improperly managed with

highly skilled manpower performing tasks suitable for less skilled persons to handle, patients often utilize unnecessarily expensive facilities, and these are often in use only a fraction of the time.

Both organization and financing of health services is too often unsystematic.

Productivity increases are difficult to achieve at any level of health care.

Health care services represent a mix of public and private effort and costs. As health care moves closer to a human right, the cost mix includes more mutually supportive private financing such as the various insurance plans and more public expenditures of which the Hill-Burton Act of 1946 is the primary example.

Funds totalling $274,000,000 have come to Virginia to assist in financing construction of 225 Hill-Burton projects. State and local expenditures supplied about 58% of the cost of these projects. None has had to close down. Adequate planning is credited with making the Hill-Burton record particularly successful in Virginia.

According to a report from the Virginia State Health Department on Health Services for Rural Virginia, each planning district will soon be served by a health council having health care planning capability.

Comprehensive health planning involves four major phases:

Recognizing and defining the problem,

Assessing and allocating the available resources in accord with priority of objectives,

Implementing the plan in accordance with priorities, and Evaluation.

Planning is an essential step in eliminating the health crisis that exists in rural areas. Health planning is and should continue to conform to Planning District boundaries. As indicated, the rural population is older, so are the rural doctors. In 1968, the people per physician ratio in the most rural counties was 2,243:1, and in the metropolitan cities 558:1. The number of physicians and dentists is shown by civil jurisdiction in Table 5. Given the per capita income difference between these areas and the population age difference the evidence is conclusive--rural areas are not nearly as attractive to physicians and dentists as the urban areas.

An integral part of health care services is access to emergency vehicles. The ratio of physicians to population makes this imperative in rural areas. In 1971, every county had at least one Ambulance Service Agency, but most rural counties had only one. This is not enough. A study prepared for the Commission, Emergency Ambulance Service of the Commonwealth of Virginia lists fourteen areas in the state as having high priority need for improved emergency vehicle service. Almost all of the high priority locations are in rural areas of Virginia.

Since 1968 when the General Assembly changed the law relating to emergency vehicles, the percentage of volunteer squads operating emergency vehicles has increased from 38.2 to 49.7 percent of the total operating agencies. Many volunteer service squads have received federal matching funds on a fifty-fifty basis to purchase the necessary equipment. These funds are available under Public Law 89-564. Given the high death by accident rate in rural areas, especially by automobile accident, rural people have a need to improve their access to emergency ambulance service.

Table 5. Selected health data Virginia counties and cities, with population

Civil Jurisdiction	Total Population[1/]	Number of[2/] Physicians	Dentists	Ambulance Service Agencies[3/]
	---49 Most Rural Counties---			
Accomack	29,004	15	6	6
Amelia	7,592	2	0	1
Appomattox	9,784	3	1	1
Bath	5,192	7	2	1
Bland	5,423	1	1	1
Botetourt	18,193	8	2	2
Brunswick	16,172	5	3	2
Buchanan	32,071	9	4	4
Buckingham	10,597	3	1	2
Caroline	13,925	5	2	2
Charles City	6,158	2	0	0
Charlotte	11,551	4	0	1
Clarke	8,102	5	3	1
Craig	3,524	1	0	3
Cumberland	6,179	1	0	1
Dickenson	16,077	4	3	7
Essex	7,099	6	3	1
Floyd	9,775	2	1	2
Fluvanna	7,621	3	2	2
Giles	16,741	9	3	2

Table 5. Continued

Counties	Total population1/	Number of2/ Physicians	Dentists	Ambulance Service Agencies3/
Gloucester	14,059	6	3	2
Goochland	10,069	5	1	4
Greene	5,248	1	0	1
Highland	2,529	1	1	2
King and Queen	5,491	4	3	1
King George	8,039	1	0	1
King William	7,497	1	1	2
Lancaster	9,126	8	4	1
Lee	20,321	8	2	1
Louisa	14,004	5	1	4
Lunenburg	11,687	5	2	3
Madison	8,638	3	1	1
Mathews	7,168	8	1	1
Middlesex	6,295	4	2	2
Nelson	11,702	2	2	6
New Kent	5,300	2	1	1
Northampton	14,442	16	5	3
Northumberland	9,239	7	1	2
Orange	13,792	8	7	3
Patrick	15,282	7	2	2
Powhatan	7,696	1	0	1
Rappahannock	5,199	2	0	5
Richmond	5,841	3	1	1
Russell	24,533	6	3	6
Scott	24,376	9	5	4
Shenandoah	22,852	17	9	3
Surry	5,882	1	0	2
Sessex	11,464	5	4	2
Westmoreland	12,142	9	2	2
---36 Counties and 25 Cities of Lesser Urban Influence---				
Albemarle-Charlottesville	76,660	302	35	4
Alleghany-Clifton Forge-Covington	28,022	37	9	8
Augusta-Staunton-Waynesboro	85,431	75	35	6
Bedford County-Bedford City	32,739	15	7	6
Carroll-Grayson-Galax	44,809	25	11	5
Culpeper	18,218	14	5	4

Table 5. Continued

--- 36 Counties and 25 Cities of Lesser Urban Influence ---

Counties	Total population[3/]	Number of[2/] Physicians	Dentists	Ambulance Service Agencies[3/]
Dinwiddie-Prince George-Petersburg-Hopewell-Colonial Heights	128,809	129	51	6
Fauquier	26,375	22	9	4
Franklin County	26,858	11	4	2
Frederick-Winchester	37,051	81	20	2
Greensville-Emporia	14,904	14	5	1
Halifax-South Boston	36,965	32	11	1
Henry-Martinsville	70,554	53	21	8
Isle of Wight	18,285	5	1	1
James City-Williamsburg	26,922	39	10	2
Mecklenburg	29,426	18	8	4
Montgomery-Pulaski-Radford	88,317	80	20	9
Nansemond-Suffolk	45,024	37	14	2
Nottoway	14,260	9	5	4
Page	16,581	8	4	3
Pittsylvania-Danville	105,180	81	42	7
Prince Edward	14,379	13	8	3
Rockbridge-Buena Vista-Lexington	30,659	24	10	5
Rockingham-Harrisonburg	62,495	63	24	10
Smyth	31,349	29	7	4
Southampton-Franklin	25,462	21	11	5
Spotsylvania-Stafford-Fredericksburg	55,461	47	17	1
Tazewell	39,816	31	11	11
Warren	15,301	11	8	1
Washington-Bristol	55,692	36	15	2
Wise-Norton	39,948	46	9	8
Wythe	22,139	14	10	7

Table 5. Continued

	Total population[3/]	Number of[2/] Physicians	Dentists	Ambulance Service Agencies[3/]
---11 Metropolitan Cities---				
Alexandria	110,938	249	87	3
Chesapeake-Portsmouth	200,543	149	56	11
Fairfax	21,970	92	24	1
Falls Church	10,772	147	63	1
Hampton	120,779	87	33	6
Lynchburg	54,083	132	47	2
Newport News	138,177	151	57	2
Norfolk	307,951	355	152	4
Richmond	249,621	969	294	4
Roanoke	92,115	244	84	4
Virginia Beach	172,106	94	53	10
---11 Metropolitan Counties---				
Amherst	26,072	7	4	2
Arlington	174,284	279	99	5
Campbell	43,319	9	2	4
Chesterfield	76,855	18	8	3
Fairfax	455,021	218	80	22
Hanover	37,479	17	7	3
Henrico	154,364	13	7	3
Loudoun	37,150	32	7	8
Prince William	111,102	56	21	12
Roanoke-Salem	89,321	28	19	8
York	33,203	11	5	2

1/U.S. Department of Commerce, Bureau of Census, ***1970 Census of Population*** PC (V2)-48, Virginia, February 1971.

2/State of Virginia, State Department of Health, ***Health Data Book,*** Office of Comprehensive Health Planning,(Richmond, Virginia, March, 1971). These numbers are based on post office addresses. There are several cases in metropolitan counties where the physician has a city post office address, but practices medicine in the county. This would only occur in several counties adjoining large cities and would not alter the correctness of the number of physicians in the metropolitan area.

3/State of Virginia, State Health Department, Emergency Medical Services, ***Ambulance Directory,*** (Richmond, Virginia, July 1971).

Except for suicides, homicides, and cirrhosis of the liver, the Most Rural Counties in Virginia rank highest in the fourteen leading causes of death. (Table 6.) This might be reasonably expected, given the lack of health and medical services and the population age mix. People living in rural areas have far more fatal accidents than those living in metropolitan regions. Even when the statistics on accidental death are adjusted for age, race, and sex, the death by accident rate in the most rural counties is nearly twice that in the metropolitan cities and counties.

Rural areas are benefitting from a general advance in health improvement. A leading measure of such improvement is the infant death rate per 1,000 live births. Infant deaths in the Most Rural Counties deceased from 33.4 per thousand in 1960 to 23.9 per thousand in 1970. The 1970 infant death rate is 16.8 per thousand in the metropolitan counties.

Table 6. Leading causes of resident deaths, Virginia and Commission's civil jurisdiction areas, 1970, rate per 100,000 population, except in early infancy.

Leading causes of death	State of Virginia	Most Rural Counties	Lesser Urban Influence Counties and Cities	Metropolitan Counties	Metropolitan Cities
Heart diseases	311.8	436.4	367.3	197.6	307.1
Malignant neoplasms	137.3	171.0	144.0	107.7	142.6
Cerebrovascular diseases	89.8	129.8	109.4	54.0	129.7
Accidents	55.7	88.5	65.4	39.1	48.0
Influenza & pneumonia	31.2	43.7	39.0	16.9	31.1
Certain causes of mortality in early infancy*	12.6*	13.6*	13.5*	10.4*	13.2*
Diabetes	12.9	17.5	15.0	7.3	13.8
Bronchitis, emphysema, and asthma	12.5	18.9	14.1	8.1	12.3
Cirrhosis of liver	12.5	7.3	10.7	10.6	17.7
Suicides	12.4	12.7	14.7	11.3	11.1
Arteriosclerosis	12.4	15.9	15.7	8.4	11.3
Other diseases of the arteries	10.3	15.0	12.5	6.6	9.7
Homicides	9.4	10.6	9.3	4.9	12.7
Congenital anomalies	8.9	10.2	8.2	8.6	9.3

*Rates per 1,000 live births.

Source: Report on Health Services for Rural Virginians to the Rural Affairs Study Commission from the Office of Comprehensive Health Planning, Virginia State Health Department (Richmond, Virginia, October 1971)

Table 7. Birth rate and other birth data, infants death rates, death rate, Virginia and Commission's civil jurisdiction areas, 1960 and 1970

Year and item	State of Virginia	Most Rural Counties	Lesser Urban Influence Counties and Cities	Metropolitan Counties	Metropolitan Cities
		---Birth rate per 1,000 population---			
1970 rate per 1,000 pop.	18.5	16.4	17.7	18.2	20.3
Percentage:					
Immature	8.4	9.2	8.8	6.8	8.9
Illegitimate	11.9	14.0	11.7	6.0	15.4
Born in hospital	98.7	94.4	98.4	99.7	99.6
1960 rate per 1,000 pop.	24.1	22.1	22.8	25.5	25.5
Percentage:					
Immature	8.7	-	-	-	-
Illegitimate	7.9	10.9	8.2	3.5	9.3
Born in hospital	92.5	79.2	89.1	98.6	96.7
		Infant Deaths			
1970 rates per 1,000 births					
Infant	20.8	23.9	22.4	16.8	21.5
Neonatal	16.3	17.3	17.4	14.0	16.7
Hebdomadal	14.9	15.4	15.9	12.8	15.5
1960 rates per 1,000 births					
Infant	29.7	33.4	30.4	25.5	30.5
Neonatal	20.9	-	-	-	-
Hebdomadal	18.3	-	-	-	-
		Deaths			
1970 rate per 1,000 pop.	8.4	11.3	9.6	5.6	8.5
1960 rate per 1,000 pop.	8.7	10.6	9.5	6.0	8.8

Source: Report on Health Services for Rural Virginians to the Rural Affairs Study Commission from the Office of Comprehensive Health Planning, Virginia State Department of Health (Richmond, Virginia, October, 1971)

Improvements in health care for people living in the rural areas of Virginia is evident. Students interviewed at medical schools in the state as a part of this Commission's work expressed a general reluctance to settle in rural areas. A physician or dentist seeking a location to practice is often married and the wife exercises a major influence in the decision concerning the choice of a community to start practice. A major factor wives use to veto rural areas is the lack of certain opportunities offered by the big city. A major factor causing medical students to veto rural areas is the excessive demands for service made by the population upon doctors. A doctor having to solo practice is subject to call twenty-four hours per day seven days per week. Few people can survive such a pace in today's world. A rearrangement of the way medical and health services are made available is essential.

Regionalization of health services is gaining considerable attention. Developing health services on a regional basis is something private initiative can do. Local communities must learn, however, that cooperation is essential to locating health and medical care centers effectively on a regional basis.

The location of todays medical and health care centers must be determined by good planning. By accepting locations determined by planners, communities will assist in providing themselves and others access to equality of medical care.

As regional health services expand, Virginians will become aware that preventive health care is an excellent investment. At present the State Department of Health spends approximately $5 per capita for preventive public health. For the medically indigent, the state expends about $280 per capita. By stressing preventive health maintenance the general public, as well as the economically disadvantaged, can benefit.

By adopting regional health care, people, especially those in rural areas, can obtain access to greater uniformity of services at lower cost both private and public. Moreover, regional health care provides an opportunity to use private medical and health services to the fullest extent possible in combination with public services.

The diagram in Figure 1 shows how medical and health care services would be related on a regional basis. It is proposed that regional health care would have several levels.

The A level would be individual physicians in independent or group practice at the local level.

The B level would be community-wide health centers or health outreach clinics as appropriate to the condition. These would be staffed with physicians and nurses and would use private or public services or both, depending upon the community.

The C level is the ~~final~~ First hospital service and would make available the services of several medical specialties including that of surgeon. These hospitals would have from twenty-five to fifty beds.

The D level would be hospitals of 200 to 250 beds and would provide access to almost the full range of medical specialties.

The E level would be medical center hospitals, usually hospitals related in a direct way to schools of medicine.

The regional health care concept would enable every person in the state to have access to adequate health care services. Of course, the mix of private and public services will vary from area to area. As indicated numerous times in earlier pages, the Commission encourages private initiative in developing health services and especially supports initiative that assists in developing an atmosphere conducive to private medical practice. An important element in providing the clinic and hospital facilities necessary to achieve regionalized health care will be the Hill-Burton funds, which Virginia has already used effectively.

4. Education

The proportion of school-age population to the total population in rural areas is the same as in other areas in the state. (It is not until they leave school that the young people migrate.) As the data has indicated, per capita income in the Most Rural Counties is about $1000 lower than in the Metropolitan Counties, but on a per capita basis residents of both rural and metropolitan areas spend 12% of their income to support education. Even though state and federal funds supplement local effort, the expenditure per pupil in rural areas, therefore, is well below that spent in metropolitan cities. Because rural county budgets are lower on a per capita basis and provide fewer public services, it is not unusual for 70% or more of their budget to go to elementary and secondary education. Most of this goes to employ teachers for basic subjects, to transport pupils, purchase supplies and maintain property. Many recognized needs remain unmet.

According to a paper by J. Paxton Marshall of Virginia Polytechnic Institute and State University on "Virginia's Standardized Educational Test Results Examined", in 1970-71 there was a difference of nine months in the reading age level of pupils in the fourth grade in school systems with the lowest composite score and those with the highest composite score. This difference had widened to eleven months by the seventh grade and even greater by the eleventh grade. All but three of the fifty-six school systems producing the lowest composite score were rural county systems, while only one system from the Most Rural Counties was a part of the fifteen systems composing the group who gave the highest composite performance. This and other data point to the fact that the average reading level of rural school-age youth is below that of the average metropolitan student.

Occupational education is an increasingly important emphasis in school and community college curricula today, and one which this Commission has endorsed. Here again rural areas are lagging. Figure 2 shows that seventy-three school systems need additional facilities for Occupational Education at the secondary level.

Early Childhood Education is another recognized need. The Commission reiterates its statement made in the 1969 report urging the Department of Education to give special attention to ways of implementing the kindergarten program in rural as well as urban areas.

The lack of teachers of art and music is very evident in rural areas. Some progress has been made in selected areas through federal funds, but the Commission would like to emphasize that local and state efforts are needed to ensure that every school pupil have access to some instruction in art and music.

The Commission urges the use of existing school facilities for after-school activities which could compensate for some of the existing lacks in adult and occupational education and enrich the life of the communities by making available cultural and recreational opportunities.

5. Libraries

Access to public library services is vital to both the educational and cultural aspects of a community. The map in Figure 3 shows the status of public libraries in Virginia. The Recommendations to the Rural Affairs Study Commission on Libraries, prepared in August, 1971, by the Division of State Planning and Community Affairs, discusses high priority need areas and recommended approaches to providing those needs.

6. Highways

The Virginia General Assembly has expressed a desire to administer state programs, where feasible, in such a manner as to help the population and economic expansion in Virginia move toward a rural-urban balance. This desire was expressed in Senate Joint Resolution No. 28 in the 1970 session. Virginia's highway networks will play a vital role in any further improvements of rural areas. It is important that road improvements, especially secondary road improvements, are designed to conform with the policy of moving toward rural-urban balance. Table 8 shows the mileage in each road system and Table 9 how Virginia's highway dollar is spent.

Table 8. Virginia highway mileage by systems

Systems	Mileage
Interstate	1,063
Primary (Arterial)	1,736
Primary (Regular)	6,060
Urban	6,691
Secondary	42,303
TOTAL	57,853

Source: Report of the Virginia Department of Highways to the Rural Affairs Study Commission (February 1971).

Table 9. How Virginia's highway dollar is spent

Purpose	Cents
Construction	55c
Maintenance	19c
Right-of-way	12c
Support of other state agencies	5c
Administration, General Expenses, Capital Outlay	4c
Direct Payment to Municipalities	4c
Two counties not in secondary system	1c

Source: Report of the Virginia Department of Highways to the Rural Affairs Study Commission (February 1971).

F. The Challenge

If there were complete uniformity of settlement throughout the state, the terms "rural" and "urban" would fall into disuse. That is not the goal of this Commission. Each style of living has its strong defenders, and people should be allowed to support their preferences with a fair chance for comparable advantages.

Urban problems rising from congestion and overcrowding could be greatly alleviated by a concerted effort to provide opportunities for economic, social, cultural and educational improvement in rural areas. When real progress is made in all of these categories, then people will come nearer to living where and how they choose to live and not where and how they are forced to live.

Public schools, health care, transportation, cultural opportunities, employment and local government services are some of the areas which will require concerted public and private effort and support for improvement to occur in rural areas. To make substantial progress in the correction of these imbalances is the challenge facing the Commonwealth of Virginia.

G. SIGNATURES OF MEMBERS

D. Woodrow Bird, Chairman

D. French Slaughter, Jr., Vice-Chairman

Howard P. Anderson

A. Plunket Beirne

W. E. Blalock

Leslie D. Campbell, Jr.

Orby L. Cantrell

G. W. Dalton

T. V. Downing

W. H. Groseclose

Donald G. Pendleton

William V. Rawlings

Earl J. Shiflet

Daniel G. Van Clief

Mrs. W. E. Warren

J. Frank Alspaugh

Robert H. Kirby

Maurice B. Rowe

W. E. Skelton

We concur in the objectives of the report and in the majority of the Commission's recommendations, but reserve the right to depart from the Commission's specific legislative proposals during the session of the General Assembly.

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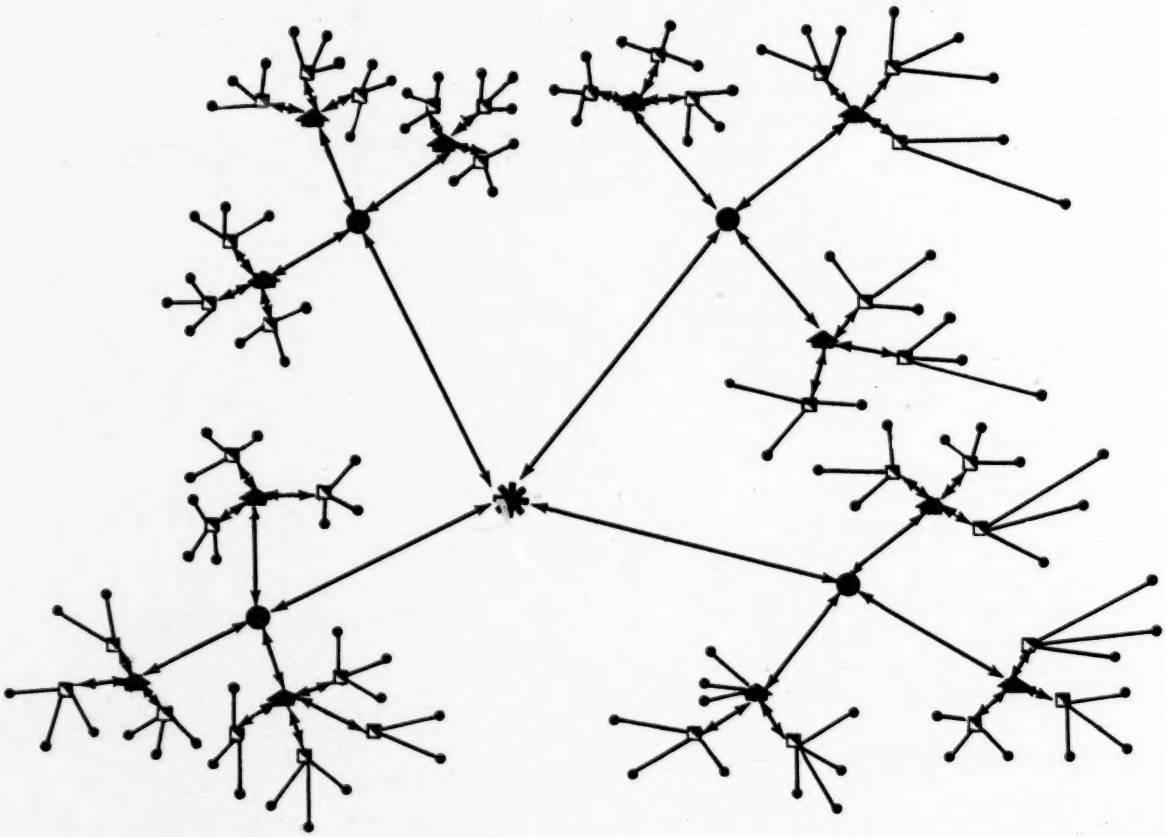
FIGURE 1

REGIONALIZATION OF HEALTH SERVICE



A — • DOCTOR'S OFFICE - SOLO OR GROUP PRACTICE

B — ◪ HEALTH CENTER - GROUP PRACTICE OF ONE OR SEVERAL SPECIALTIES. MAY BE HEALTH DEPARTMENT ALSO

C — ⬟ COMMUNITY GENERAL HOSPITAL - 25 - 75 BEDS. GEN. PRACTICE, INTERNIST, PEDIATRICIAN, SURGEON, OBS.

D — ● REFERRAL HOSPITAL - 100 - 250 BEDS - ALL OR MOST MAJOR SPECIALTIES

E — ✱ MEDICAL CENTER - OVER 250 BEDS - ALL OR MOST MAJOR AND MINOR SPECIALTIES - MEDICAL COLLEGE

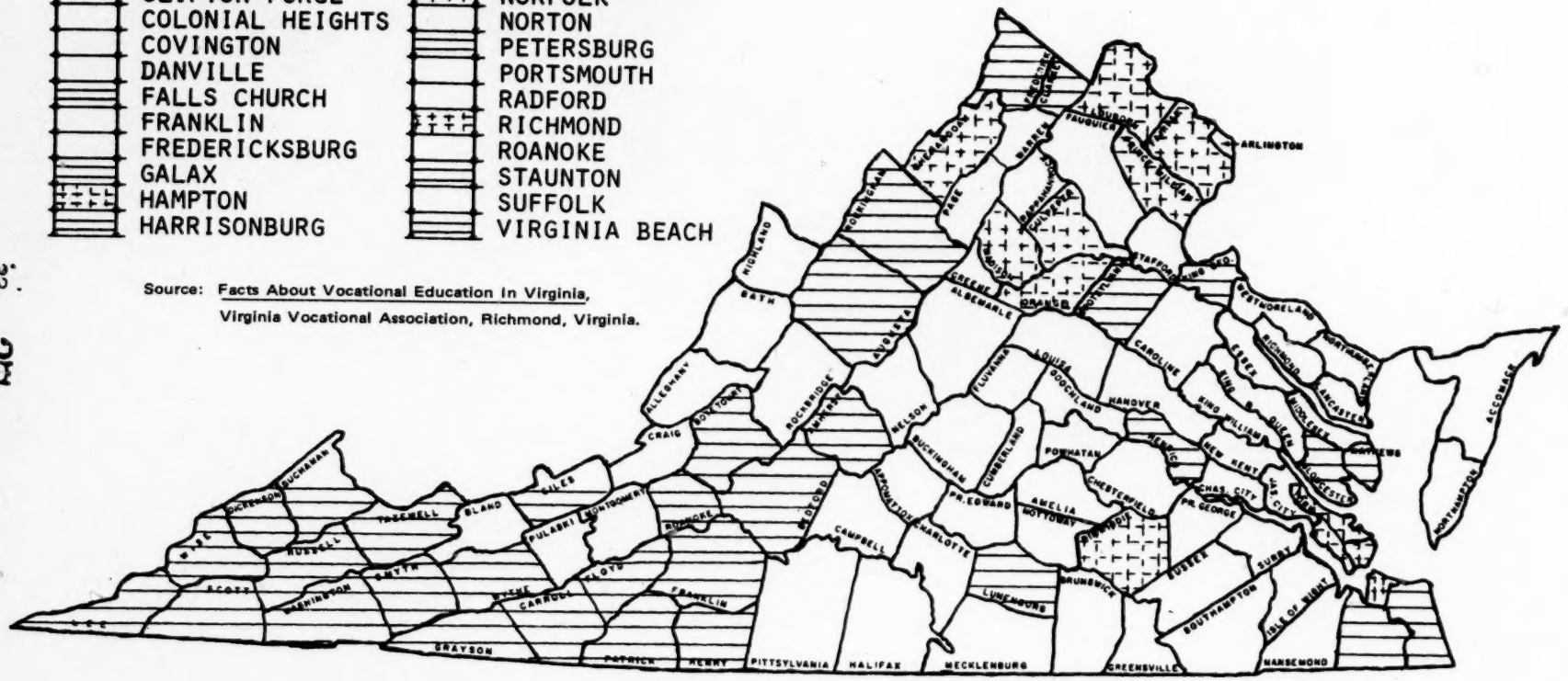
Source: Report on Health Services for Rural Virginians to the Rural Affairs Study Commission from the Office of Comprehensive Health Planning, Virginia State Health Department (Richmond, Virginia, October 1971)

FIGURE 2

CITIES AND TOWNS

- ALEXANDRIA
- BRISTOL
- BUENA VISTA
- CHARLOTTESVILLE
- CHESAPEAKE
- CLIFTON FORGE
- COLONIAL HEIGHTS
- COVINGTON
- DANVILLE
- FALLS CHURCH
- FRANKLIN
- FREDERICKSBURG
- GALAX
- HAMPTON
- HARRISONBURG
- HOPEWELL
- LEXINGTON
- LYNCHBURG
- MARTINSVILLE
- NEWPORT NEWS
- NORFOLK
- NORTON
- PETERSBURG
- PORTSMOUTH
- RADFORD
- RICHMOND
- ROANOKE
- STAUNTON
- SUFFOLK
- VIRGINIA BEACH
- WAYNESBORO
- WILLIAMSBURG
- WINCHESTER

Source: Facts About Vocational Education In Virginia, Virginia Vocational Association, Richmond, Virginia.



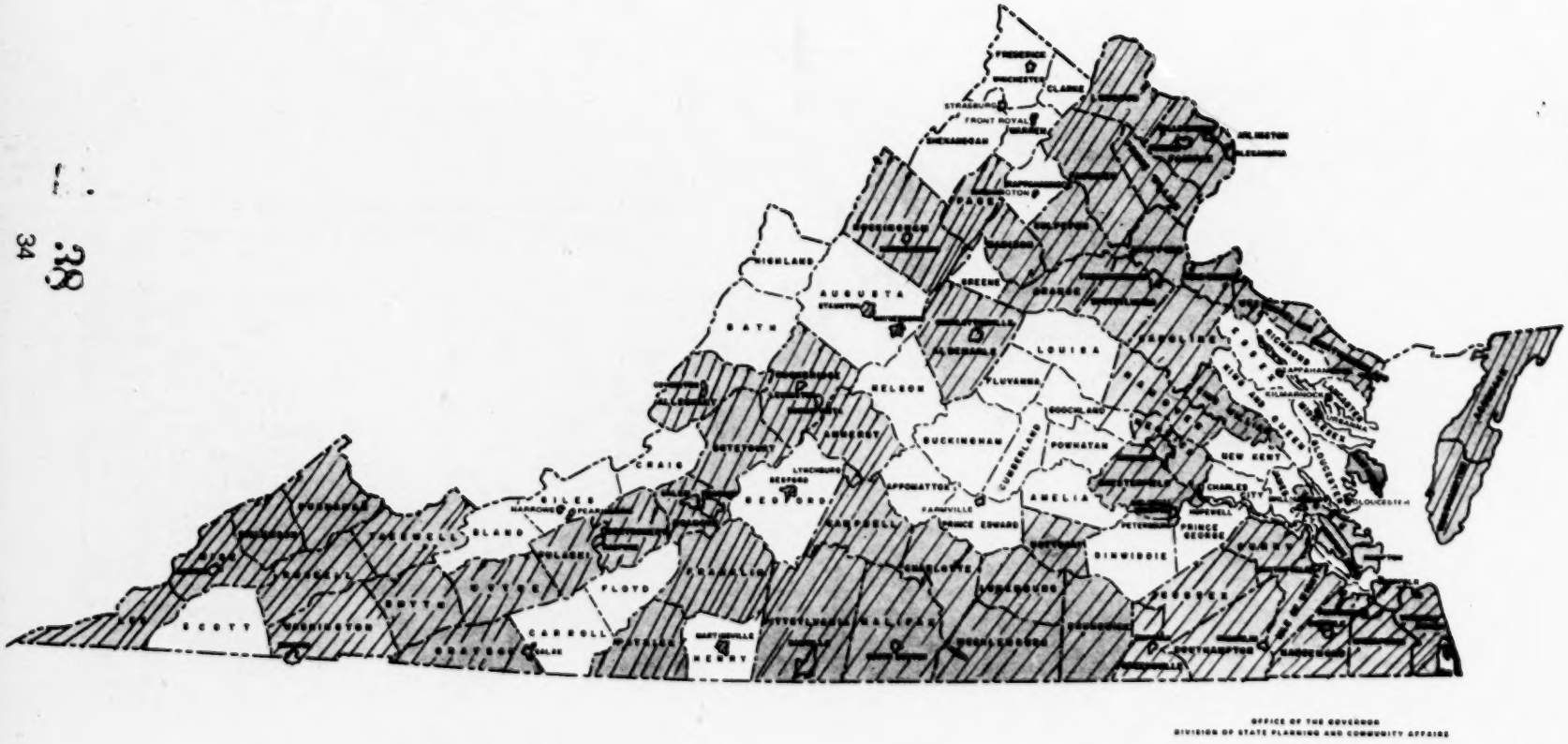
STATUS OF SECONDARY VOCATIONAL EDUCATIONAL FACILITIES BY SCHOOL DIVISION AS OF JULY 1, 1971

- SCHOOL DIVISIONS WITH ADEQUATE VOCATIONAL BUILDINGS UNDER CONSTRUCTION OR COMPLETED
- SCHOOL DIVISIONS THAT HAVE COMPLETED SOME CONSTRUCTION AND HAVE PLANS FOR MORE
- SCHOOL DIVISIONS THAT NEED TO BUILD VOCATIONAL BUILDINGS

FIGURE 3

VIRGINIA PUBLIC LIBRARIES

□ LOCALITIES WITHOUT PUBLIC LIBRARY SERVICE
■ LOCALITIES WITH PUBLIC LIBRARY SERVICE



Source: State Library, Richmond, Virginia.

APPENDIX I

Commission Recommendations in the 1969 Report

A. Human Resources Policy

The Commission recommends that the General Assembly adopt a policy statement that it is the goal of the state government that no child should be disadvantaged by lack of access to quality health care and education merely because of where he was born.

1. Regional Educational Service Units

The Commission recommends that the Commonwealth encourage the creation of regional education service units covering the planning districts.

The Commission recommends that the Commonwealth encourage superintendents of schools to cooperate in developing regional service units in each planning district, the Commission encourages the General Assembly to make the activities of any such service units eligible for financial support.

To permit orderly development of these recommendations, the Commission also recommends that the Department of Education be directed to make a study of financial needs for these programs and to recommend to the 1972 General Assembly a state aid program to facilitate their operation.

2. The Community School Concept

The Commission recommends that the Department of Education investigate ways of making more complete use of school facilities, including buildings, athletic areas and buses and that it report to the General Assembly concerning what financial assistance or legislation is required.

3. Vocational Emphasis at Community Colleges

The Commission recommends a continued emphasis on technical education and occupational programs for post high school people in the community college system and vocational training in secondary education as well.

The Commission believes that a primary purpose of the [community college] system was to be of service to rural people and, therefore, the locations of the college campuses should be consistent with serving this need.

4. Educational Television

The Commission recommends that the Advisory Council on Educational Television seek to provide the necessary facilities for educational television in the sections of the state not now served.

5. Regional Health Programs

The Commission recommends that the Division of State Planning and Community Affairs and the Department of Health be directed to work with the medical profession and other interested groups to develop a state health services plan using the planning districts as the basic health regions.

B. State General Development Policy

The Commission recommends the Governor and the General Assembly adopt as an interim general development policy that state programs will be operated in such a way as to encourage orderly population growth in the non-metropolitan areas.

1. Housing

The Commission recommends that the Division of State Planning and Community Affairs be directed to investigate the housing situation in Virginia and to develop a plan for consideration by the General Assembly to stimulate improvement of the quality and availability of Virginia's housing.

2. Local Development Tools

The Commission recommends that the Division of State Planning and Community Affairs develop model building and housing codes that cities and counties can adopt by reference.

3. Highway and Road Construction Priorities

The Commission recommends that the Highway Commission be directed to study road needs and to recommend the policies and programs that would meet these needs in ways that are consistent with the general development policy.

4. Community Facilities and Services

The Commission recommends that a community facilities plan be developed by the Division of State Planning and

Community Affairs.

The Commission recommends that the Commonwealth continue to support the development of local public libraries by revising the existing laws, and encouraging the development of library services in circumstances where local public libraries cannot be feasibly developed.

The Commission recognizes the need for an adequate and dependable source of power at reasonable rates and recommends that the Commonwealth give continuing attention to the state's future power needs.

The Commission recommends that legislation be considered whereby additional service can be provided to facilitate the delivery of parcels within the Commonwealth that quality under postal regulations as to size and weight.

5. Strengthening Local Government

The Commission strongly recommends that every county, singly or in conjunction with one or more other counties, should hire at least a general administrative officer to perform such duties as may be prescribed by the governing body, exclusive of the duties of Constitutional officers that are set by law.

The Commission recommends that major efforts be made by the state to provide a center of information readily accessible to the rural people that can provide current information relating to local, state and federal programs designed to assist individuals and community development.

6. Strengthening State Government

The Commission recommends that the Division of State Planning and Community Affairs be authorized to make a study aimed at strengthening the organization of state government and that such additional funds for staff or consultants to carry it out be appreciated to the Division.

7. Strengthening the Planning and Service District Programs

The Commission recommends that the law [relating to the planning districts] be amended to permit the delegation of planning district functions to an interstate body.

The Commission recommends that the Urban Assistance Incentive Fund be renamed the Community Development Incentive Fund and that the level of annual appropriations be immediately increased to at least $1,000,000.

C. Natural Resources Policy

1. Water Resource Development

The Commission recommends the establishment of a special revolving fund to develop small watershed projects in Virginia.

The Commission recommends that an inventory be made of available [watershed development] dam sites.

The Commission recommends full support for the current river basin studies underway.

The Commission recommends that the Virginia Code Commission be directed to codify the water laws of Virginia.

2. Soil Survey and Mapping Program

The Commission recommends that the Commonwealth develop a master plan for completing the soil survey and mapping program by 1990.

The Commission recommends an additional appropriation of $250,000 a year to be used on a matching fund basis with localities to encourage completion [of the program] by 1990.

The Commission recommends the establishment of a scholarship program to encourage young people to enter this field.

D. Other Policy Statements

The Commonwealth needs to give special attention to its basic policies and goals for the future to guide and coordinate the administration of the nearly two billion dollars Virginia's state and local government now spend each year.

The second major need is to examine the Commonwealth's state and local government with an eye toward making them more effective instruments for policy implementation.

The Department of Education should give special attention to ways to fully implement this [the kindergarten] program in rural as well as urban areas.

The General Assembly should adopt a statement of what it wants the future pattern of [population] settlement to be.

The Commission encourages all counties to adopt subdivision regulations and a zoning ordinance. These protect the county's right to control the pattern and quality of its own development.

The Commission believes that the Commonwealth of Virginia needs a comprehensive analysis of its tax structure and future revenue needs.

The Commission encourages rural counties to participate in planning and service district programs.

APPENDIX II

City and County Classification

To provide a uniform use of the term "rural" by the Commission, the cities and counties of the Commonwealth were divided into four classifications.

A. Most Rural Counties: Those without a city or town of 3,500 or more people within or on their borders. Virginia has 49 such counties.

B. Cities and Counties of Lesser Urban Influence: Non-metropolitan cities and non-metropolitan counties with a city or town of 3,500 population or more within or on their borders. Virginia has 61 cities and counties so classified.

C. Metropolitan Cities: Those classified as Standard Metropolitan Statistical Areas (S.M.S.A.'s) by the Bureau of the Budget. Of these, Virginia has 13.

D. Metropolitan Counties: Those classified as Standard Metropolitan Statistical Areas (S.M.S.A.'s) by the Bureau of the Budget. Virginia has 11 such counties.

The Commission used this classification in its 1969 Report, and retained it for this report. Details are presented in the previous report. The ***1970 Census of Population*** showed changes in population, but no changes were required in the four classifications.

City and County Classifications

A. Most Rural Counties (49)

Accomack County
Amelia County
Appomattox County
Bath County
Bland County
Botetourt County*
Brunswick County
Buchanan County
Buckingham County
Caroline County
Charles City County
Charlotte County
Clarke County
Craig County
Cumberland County
Dickenson County
Essex County
Floyd County
Fluvanna County
Giles County
Gloucester County
Goochland County*
Greene County
Highland County
King and Queen County
King George County
King William County
Lancaster County
Lee County
Louisa County
Lunenburg County
Madison County
Mathews County
Middlesex County
Nelson County
New Kent County
Northampton County
Northumberland County
Orange County
Patrick County
Powhatan County*
Rappahannock County
Richmond County
Russell County
Scott County
Shenandoah County
Surry County
Sussex County
Westmoreland County

B. Cities and Counties of Lesser Urban Influence (61)

Bedford City
Bristol City*
Buena Vista City
Charlottesville City*
Clifton Forge City
Colonial Heights City**
Covington City
Danville City*
Emporia City
Franklin City
Fredericksburg City
Galax City
Harrisonburg City
Hopewell City**
Lexington City
Martinsville City
Norton City
Petersburg City**
Radford City
South Boston City
Staunton City
Suffolk City*
Waynesboro City
Williamsburg City*
Winchester City
Albemarle County*
Alleghany County
Augusta County
Bedford County
Carroll County
Culpeper County
Dinwiddie County**
Fauquier County
Franklin County
Frederick County
Grayson County
Greensville County
Halifax County
Henry County
Isle of Wight County
James City County*
Mecklenburg County
Montgomery County
Nansemond County*
Nottoway County
Page County
Pittsylvania County*
Prince Edward County
Prince George County**
Pulaski County
Rockbridge County
Rockingham County
Smyth County
Southampton County
Spotsylvania County
Stafford County
Tazewell County
Washington County*
Warren County
Wise County
Wythe County

C. Metropolitan Cities (13)

Alexandria City
Chesapeake City
Fairfax City
Falls Church City
Hampton City
Lynchburg City
Newport News City
Norfolk City
Portsmouth City
Richmond City
Roanoke City
Salem City
Virginia Beach City

D. Metropolitan Counties (11)

Amherst County
Arlington County
Campbell County
Chesterfield County
Fairfax County
Hanover County
Henrico County
Loudoun County
Prince William County
Roanoke County
York County

*Emerging metropolitan cities and counties. See "Projections to 1980 for Virginia's Metropolitan Areas," Division of State Planning and Community Affairs, 1010 James Madison Building, Richmond, Virginia 23219

**The Counties of Dinwiddie and Prince George, and the Cities of Colonial Heights, Hopewell, and Petersburg qualified as a SMSA based on the final *1970 Census of Population.* Throughout the 1969 reports prepared for the RASC and throughout this 1971 report of the RASC these five jurisdictions appear as Cities and Counties of Lesser Urban Influence.

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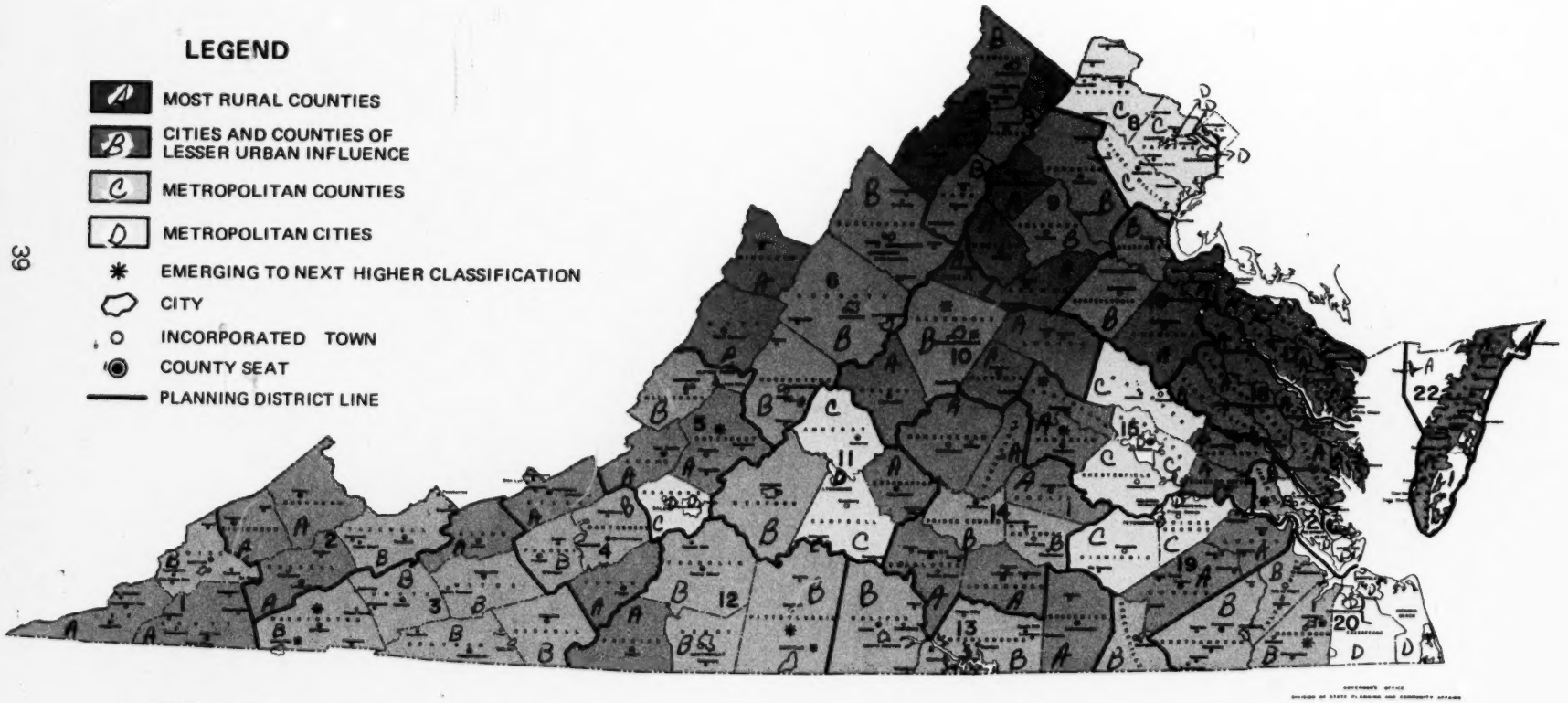
VIRGINIA

REVISED CITY AND COUNTY CLASSIFICATIONS, DESIGNATING MOST RURAL TO METROPOLITAN AREAS, 1971



SOURCE OF CLASSIFICATION:
RURAL AFFAIRS STUDY

NOTE: The Counties of Dinwiddie and Prince George, and the Cities of Colonial Heights, Hopewell, and Petersburg qualified as a SMSA based on the final 197 Census of Population. Throughout the reports prepared for the RASC and throughout this 1 /1 report of the RASC these five jurisdictions appear as Cities and Counties of Lesser Urban Influence.

CHAPTER 447

An Act to continue the Rural Affairs Study Commission, provide for its membership, delineate its powers and duties, and appropriate funds.

Approved April 2, 1970

Whereas, the General Assembly of Virginia, at its 1968 Regular Session, created the Rural Affairs Study Commission, which Commission has initiated comprehensive research into the important study areas affecting the best utilization of our rural spaces, land, and human and physical resources, and has submitted to the Governor and General Assembly important recommendations which will assist in further development of the rural economic and physical environment; and

Whereas, in its studies the Commission has found that sufficient information is not presently available with which to recommend the fullest development and utilization of rural education, medical facilities and programs, housing, highways, power and other natural resources, community finances, structure and facilities, and other related areas; and

Whereas, more investigation is necessary before recommending ways and means of best utilizing all human and physical resources in the rural areas, and the Commission, in the course of its studies, has begun such research, which constitute good and sufficient reasons for continuing the Commission; now, therefore,

Be it enacted by the General Assembly of Virginia:

1. § 1. The Rural Affairs Study Commission created by Chapter 708 of the Acts of Assembly of 1968, approved April 5, 1968, is hereby continued.

§ 2. The membership of the Commission shall consist of the same persons who heretofore served thereon; provided, that if any member is unwilling or unable to serve, or if for any other reason a vacancy occurs, his successor shall be appointed in the same manner as the original appointment was made. The Commission shall elect its Chairman.

§ 3. The Commission shall continue its study of the ways and means best designed to further utilize existing rural resources and to develop facilities in our rural areas to support industry, and an expanded share of the Commonwealth's growing population. The Commission shall consider, but not be limited to, the following matters: (1) rural educational opportunity, (2) medical facilities and programs, (3) housing, (4) highways, (5) community facilities, structure and finances, and (6) power and other natural resources. Changes in relevant State laws and in the operation of local governmental structure shall also be deemed pertinent to the Commission's study. The Commission may, also, review the programs of other states relevant to its inquiry.

§ 4. Commission members shall be paid their necessary expenses incurred in the performance of their duties but shall receive no other compensation.

§ 5. The Commission may employ such professional, technical, legal, and financial counsel as it deems necessary to the conduct of its study, and such secretarial, clerical and other assistance as it may require.

§ 6. The Commission may accept and expend for the purpose of conducting its study, in addition to sums appropriated to it by law, all gifts, grants, and donations from other sources.

§ 7. All State agencies and the governing bodies and agencies of the political subdivisions shall assist and cooperate with the Commission in its study.

§ 8. The Commission shall report its final recommendations and findings to the Governor and the General Assembly not later than November one, nineteen hundred seventy-one.

2. There is hereby appropriated from the general fund of the State treasury the sum of *five* thousand dollars for the purposes of this act.